

# Indigenous Contributions to the Manitoba Economy

JANUARY 2019



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**Manitoba Keewatinowi Okimakanak (MKO).** Incorporated in 1981, MKO is a non-profit, political advocacy organization that provides a collective voice on issues of inherent, Treaty, aboriginal and human rights for the citizens of the sovereign First Nations we represent. The MKO First Nations are signatory to Treaties 4, 5, 6 and 10. Its mandate is provided by the MKO Chiefs in General Assembly. More at <http://mkonation.com/about-us/>

**Southern Chiefs' Organization (SCO).** Incorporated in 1999, SCO represents 34 southern First Nation communities in Manitoba. Its mission is to establish an independent political forum to protect, preserve, promote, and enhance First Nations peoples' inherent rights, languages, customs, and traditions through the application and implementation of the spirit and intent of the Treaty-making process. More at <http://scoinc.mb.ca/about/>

**Rural Development Institute, Brandon University (RDI).** Established in 1989, RDI is an academic research centre and a leading source of information on issues affecting rural communities in Western Canada and elsewhere. RDI functions as a not-for-profit research and development organization designed to promote, facilitate, coordinate, initiate and conduct multi-disciplinary academic and applied research on rural issues. More at <https://www.brandonu.ca/rdi/>

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November 27<sup>th</sup>, 2018

**RE: Letter from Southern Chiefs' Organization**

As Grand Chief of Southern Chiefs' Organization (SCO), which represents 34 First Nations in Southern Manitoba, I am honoured to present the final report of the Indigenous Economic Contributions to Manitoba. For the first time, the impact of First Nations Economy in Manitoba has been calculated and the urban reserves in this province have been profiled.

We are confident that the results of this research will contribute to understand, promote and enhance Indigenous economic performance, enterprise growth and business partnerships. This is one more step in our efforts on collaborative leadership and governance, which SCO already started by joining the Winnipeg Metropolitan Region working group for the Collaborative Leadership Initiative (CLI).

The CLI is an engagement process to enhance relationships and decision making for growth, stewardship and governance. Chiefs, Mayors and Reeves get together in quarterly sessions to discuss effective strategies and partnerships to address social, economic and environmental challenges. All these initiatives and projects will progressively lead our communities to sustained prosperity and economic development.



We are proud of having played a key role in the completion of this first macro analysis and we look forward to continuing measuring and reporting the impacts of our economies to the broader provincial and national wealth.

In pursuit of balance,

Ogema-Makwa  
Jerry Daniels  
Grand Chief

---

*"Representing Anishinaabe and Dakota First Nations in Southern Manitoba"*



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*Office of Grand Chief Garrison Settee*

November 29, 2018

### **Message from Grand Chief Settee**

On behalf of the MKO First Nations, I am pleased to share the outcomes of this important research project on the Indigenous contributions to the overall economy in Manitoba. By partnering with the Southern Chiefs' Organization and the Rural Development Institute at Brandon University, the findings of this project looked at collecting publicly available data on First Nations economic activities, First Nations' information related to employment, expenditures at the band, business, and household levels, investments in First Nation infrastructure and financial support to Indigenous communities. The research report highlighted.

- The importance of on-reserve infrastructure investment to MKO First Nations' ability to participate in the wider economy, and;
- How expansion of MKO urban economic development zones is critical to community well being and prosperity for Manitoba in general.

Our aim was to help frame discussions and initiatives by providing baseline for Indigenous contributions to the overall economy, labour force data and future trends that can be used for capacity building and investment planning. I am optimistic for the future as our First Nations utilize the economic analysis contained in this report when they meet with their counterparts within the municipal, provincial and federal governments to discuss our equal and full participation within the economies of Manitoba and Canada.

In closing, I would like to acknowledge our lead researcher Mr. Clyde Flett. I would further like to thank the MKO First Nations who participated, and who shared their experiences through guided discussions to profile the Urban Reserves in Manitoba and across Canada as an economic development tool that benefits all parties involved. I would like to thank our federal and provincial partners who provided the financial support for this research project. Thank you as well to our southern First Nations partners for their contributions. And, finally, thank you to the academic staff and researchers who developed the research parameters and who compiled the report. Ekosani.

Sincerely,

Grand Chief Garrison Settee  
Manitoba Keewatinowí Okimakanak Inc.





September 23, 2018

**RE: Letter of Support and Acknowledgement**

Brandon University acknowledges our campuses on Treaty 1 and Treaty 2 territories, on the traditional homelands of the Dakota, Anishanabek, Oji-Cree, Cree, and Metis peoples. We acknowledge and respect the treaties, history, land, and the people of this area. Brandon University and the Rural Development Institute are honored to have worked on The *Indigenous Economy Contributions to Manitoba* project led by the partnership of Southern Chiefs' Organization Incorporated and Manitoba Keewatinowi Okimakanak.

Brandon University is proud to be sharing its expertise in Indigenous research. In 1975, Brandon University was the first university in western Canada, and only the second in Canada, to establish a Native Studies Department. We publish the highly recognized Canadian Journal of Native Studies and are home to the Department of Visual and Aboriginal Art. As a founding partner, we contributed to the Brandon Urban Aboriginal Peoples' Council in 2010. In 2015, Brandon University signed the Manitoba Indigenous Education Blueprint, which builds on the longstanding commitment demonstrated in Brandon University's Program for the Education of Native Teachers. Above all, Brandon University recognizes the scholarly importance of Indigenous cultures and Indigenous knowledge and we recognize the value of different ways of knowing.

Brandon University is proud to have been involved in this project and the outcomes resulting in the creation of this report. We hope that it leads to a greater recognition in the province of the importance of Indigenous peoples contributions, not only to the culture and spirit of Manitoba but also to the advancement of its economy.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Meir Serfaty', written over a horizontal line.

Dr. Meir Serfaty

Acting Vice-President (Academic & Provost)



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## Acknowledgements

The authors wish to extend their appreciation and thanks to the First Nations communities that supported this research project by participating in interviews for the urban reserve profiles. We also wish to thank the steering committee for their support, guidance, and collaboration in the creation of all aspects of this project, including this report. Finally, we appreciate the comments from André LeDressay and Jason Reeves, Tulo Centre of Indigenous Economics, regarding the macroeconomic analyses.

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Special thanks for funding and invaluable guidance for this project to Indigenous Services Canada and the Government of Manitoba.





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# Chapter 1:

## Unlocking Success

Indigenous Contributions to the  
Manitoba Economy



» To further develop research capacity, a staff member from SCO and MKO joined RDI's research team.

## Introduction

The Southern Chiefs' Organization Inc. (SCO) and Manitoba Keewatinowí Okimakanak Inc. (MKO) have partnered with Brandon University's Rural Development Institute (RDI) to research and document Indigenous economic contributions to the broader Manitoba economy.

RDI acknowledges that Brandon University has campuses located on Treaty 1 and Treaty 2 territories. These campuses are in Manitoba, on the traditional homelands of the Dakota, Anishinabek, Métis, Cree, Anishinew, and Dené peoples.

This is the first Rural Development Institute project to benefit from the First Nations principles of Ownership, Control, Access and Possession (OCAP®).<sup>1</sup> The OCAP principles and the principles set out by the Tri-Council Policy Statement<sup>2</sup> set a standard for research with Indigenous people and establish how related data should be collected, protected, used, and shared. With an aim to promote collaborative research by including Indigenous perspectives, a staff member from SCO and MKO joined RDI's researchers for this project. To hone our knowledge and skills, the research team participated in five days of training about research ethics and Indigenous people.<sup>3</sup> In a modest way, we hope this report demonstrates a commitment to enhance research methods and sharing knowledge, while acknowledging a broader economic framework used in this project has colonial roots.

This applied research project occurs at a time of reconciliation. Replacing old development paradigms in favour of ones highlighting the economic, social, and cultural development of communities is becoming the Indigenous approach. New economic paradigms seek to highlight the holistic development of Indigenous people and communities. In these paradigms, it is important to continually improve financial and organizational capacity and to educate all sectors. This new approach also means engaging with the larger Manitoba community to promote meaningful consultation, make access to economic opportunities more equitable, and share Indigenous history for intercultural competency. Such an emphasis also highlights the importance of increasing economic

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1 OCAP® is a registered trademark of the First Nations Information Governance Centre (FNIGC). See First Nations Information and Governance Centre. (2018).

2 RDI also complies with the Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans, otherwise known as TCPS 2 (2014). Chapter 9 of the TCPS 2 covers research with the First Nations, Inuit, and Métis peoples of Canada.

3 The training course was the First Nations Research Ethics Knowledge Exchange into Action (KEA), Summer Institute 2018, which was co-hosted by the First Nations Health and Social Secretariat of Manitoba and The University of Winnipeg. University of Winnipeg, Winnipeg, MB. May 1-5, 2018.



self-sufficiency as a means of greater self-determination.

Look North was initiated by the Manitoba government to help unlock the tremendous economic potential in the north. It is a movement by northerners, for northerners to develop economic opportunities for generations to come. There have been many discussions related to the Look North initiative.<sup>4</sup> During these discussions and other meetings, it became apparent to Onekanew Christian Sinclair, co-chair of Look North with Mr. Chuck Davidson, that what was missing was information on the contributions of Indigenous people to the Manitoba economy. This knowledge gap became evident with the release of a 2016 report titled “Indigenous economic performance in Atlantic Canada.”<sup>5</sup> A site visit by RDI to the offices and leaders of the Atlantic Policy Congress led to a better understanding of their approach and analysis.<sup>6</sup> Back in Manitoba, discussions continued with representatives from First Nations, such as Opaskwayak Cree Nation; Manitoba Keewatinowi Okimakanak Inc. (MKO); Southern Chiefs’ Organization Inc. (SCO); and the provincial and federal governments. Those around the table also invited other Indigenous organizations, such as the Manitoba Métis Federation. Brandon University’s Rural Development Institute (RDI) was asked to listen in and prepare a proposal. SCO and MKO submitted the proposal for funding to Indigenous Services Canada and the Government of Manitoba. With an agreement in place, RDI created a research design to estimate the Indigenous contributions to Manitoba’s economy, based on primary and secondary objectives.

## Primary Objective

- To quantify spending amounts by Indigenous and First Nations people in Manitoba in order to calculate their contributions to the provincial economy.

## Secondary Objectives

- To examine existing urban reserves<sup>7</sup> in Manitoba, which are growing in importance as a revenue source for First Nations; and

<sup>4</sup> For more information, see the Look North Economic Task Force’s Look North Report and Action Plan for Manitoba’s Northern Economy (2017, October) at [https://www.gov.mb.ca/asset\\_library/en/looknorth/look-north-report.pdf](https://www.gov.mb.ca/asset_library/en/looknorth/look-north-report.pdf)

<sup>5</sup> Group ATN Consulting Inc. (2016).

<sup>6</sup> J. Paul, executive director of the Atlantic Policy Congress of First Nations Chiefs, Dartmouth, NS. Personal communication. (2018).

<sup>7</sup> At the request of First Nations leaders, this report uses the term “urban reserves” in place of less-clear alternatives, such as “indigenous economic development zones.” “Urban reserves” makes it clear that we are only referring to reserve land, as opposed to land owned by First Nation bands. See the introduction to Chapter 4.

» *A well-established historical Indigenous economy that remains active today.*

- To create projections of Indigenous population and labour force.

Responding to these objectives means providing new knowledge about both Indigenous contributions to the Manitoba economy and urban reserves. Such a study can also be used, at a later date, as a benchmark to detect evidence or metrics of economic development. Yet what makes this project possible is the existence of a well-established historical Indigenous economy that remains active today.

First Nations and Inuit peoples had established trade networks and other hallmarks of market economies in North America well before the arrival of Europeans.<sup>8</sup> European settlers established their own economies in North America, which merged with those of the First Nations during the fur trade in what became Manitoba. The fur trade, which depended on First Nations and Métis hunters and traders, is the historical basis of the Manitoba economy. British, French, and then Canadian policies established the new post-contact colonial economic system. To this day, Indigenous people are economically contributing to their own communities, as well as others. Governments, businesses, and society are becoming increasingly aware of the importance of First Nations' communities as one after another establishes own-source revenues. More and more, urban reserves are proving to be pivotal for generating own-source revenues. All the while, Indigenous people across Canada are successfully responding to new and changing economic conditions and emerging opportunities, while leveraging partnerships to achieve economic development. Entrepreneurs are launching new ventures. Existing businesses are growing as Indigenous business leaders build corporate structures that expand with their success. These and other actions are making a difference for Indigenous people and positively impacting nearby communities.

Indigenous leaders are increasingly embracing and expressing the perspective that success in economic development requires replacing the current economic development approach.<sup>9</sup> All too often, the current approach involves others imposing a development agenda. Here development is framed in purely economic terms such as more jobs, higher educational attainment, and increased income levels. However, for many Indigenous leaders and communities, a more holistic approach is preferred—an approach in which the primary value of economic development is in providing a means to reinvest in the cultural life and social services of the community for the benefit of all.<sup>10</sup> An Indigenous-

<sup>8</sup> Le Dressay, A., Levallee, N., & Reeves, J. (2010).

<sup>9</sup> Disney, J. (2011).

<sup>10</sup> Orr, J. (2013).

designed approach to economic development is emerging that emphasizes community success over individual success and improving the lives of everyone over enabling economic disparity. This approach encompasses an outlook that is inclusive of community and aligns with Indigenous cultures.

In many ways, this Indigenous-designed approach to economic development is founded in the Harvard Project on American Indian Economic Development.<sup>11</sup> This well-recognized project identifies four key factors that unlock success: “self-rule; capable institutions of self-governance; culturally appropriate approaches; and strategic orientation.”<sup>12</sup> These building blocks reflect the lived experiences of leaders in 25 First Nations communities across Canada.<sup>13</sup> These leaders placed importance on six actions to increase economic development success for Indigenous people:

- land-use planning,
- sound financial management,
- developing own-source revenues to reinvest in the community,
- building on their heritage and traditions,
- enrolling in available opt-in legislation for increased land management or property taxation powers, and
- pursuing partnerships with investors and municipalities.<sup>14</sup>

Some of those leaders also described the burden created by some of the *Indian Act* provisions. They spoke of the challenges of acquiring federal approval when taking advantage of opportunities and initiating projects. In some situations, proposals could be hampered, and if one were to do an analysis, a small fine might be seen as preferable to spending years in the approval process.<sup>15</sup> Some leaders described improving levels of community capacity<sup>16</sup> and having access to a beneficial geographic location as the foundations for their success:<sup>17</sup> Location matters for First Nations economic development, as it does for many enterprises. Meanwhile, other leaders prioritized governance, leadership, and control over local decision-making in their pursuit of Indigenous economic development.<sup>18</sup>

*An Indigenous-  
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.....

*“Self-rule; capable  
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self-governance;  
culturally appropriate  
approaches; and  
strategic orientation.”*

11 The Harvard Project, founded in 1987, conducts research, supports education, and administers a national tribal government awards program. See <https://hpaied.org/>

12 Curry, J. & Donker, H. (2011). (p. 66).

13 Aboriginal Affairs and Northern Development Canada (AANDC). (2013).

14 AANDC. (2013). (p. 5).

15 AANDC. (2013). (pp. 16-17).

16 AANDC. (2013). (pp. 21-22).

17 AANDC. (2013). (p. 24).

18 AANDC. (2013). (pp. 16-17).

» *Economically speaking, this growing cadre of young Indigenous people across Manitoba represents a supply of new workers, entrepreneurs, and professionals.*

Even highly successful Indigenous leaders experience significant challenges when pursuing economic success. While timeliness can be a concern, so can a limitation in the Indian Act which prevents full participation of First Nations in the broader economy.<sup>19</sup> Today's federal government is calling for a number of adjustments to underlying administration, including speeding up the processing of outstanding TLE (Treaty Land Entitlement) and ATR (Additions To Reserve) cases. The TLE settlement agreements are negotiated between First Nations and the Government of Canada in order to fulfill outstanding treaty obligations regarding the provision of reserve land. Only through the ATR process can land purchased or selected through a TLE transaction become reserve land. The TLE file in Manitoba includes 29 First Nations claiming 1.4 million acres, with 574,773 acres (41%) converted to reserve by March 1, 2015.<sup>20</sup>

The lack of infrastructure on reserves is another barrier to further economic success. Roads, water, wastewater treatment, and fibre optic connectivity, among other aspects of infrastructure, are critical components of economic development. They determine the ability of communities to attract investment and labour and take advantage of local and regional opportunities. The infrastructure gap continues to significantly and directly impede efforts to enhance the quality of life on reserve and the ability of First Nations to achieve their full potential—economically, socially, and culturally.<sup>21</sup>

A young and growing Indigenous population represents an opportunity for economic development in Canada, and even more so in Manitoba. Economically speaking, this growing cadre of young Indigenous people across Manitoba represents a supply of new workers, entrepreneurs, and professionals. They are key to the further advancement of Indigenous people. Realizing this potential requires first addressing challenges. The First Nations' path to greater economic participation, according to the National Aboriginal Economic Development Board (NAEDB), involves raising rates of employment, while improving education and training and increasing average income among First Nations.<sup>22</sup>

The NAEDB study presents the impacts for Manitoba if gaps were closed and First Nations people had the same opportunities as the province as a whole:

19 National Aboriginal Economic Development Board (NAEDB). (2013).

20 Indigenous and Northern Affairs Canada. (2017).

21 NAEDB. (2016).

22 Fiscal Realities Economists. (2016).



- \$729 million in additional income earned by more than 81,000 First Nations workers due to an on-par average employment income,
- \$957 million in additional income earned by 22,548 newly employed First Nations people due to an on-par employment rate and employment income, and
- \$2.8 billion in increased annual provincial GDP due to improved productivity.

Already, Indigenous leaders are working collectively toward greater Indigenous participation in today's economy and the future economy by engaging individuals and communities. Leaders are often found working collectively to generate own-source revenues and reinvest in their peoples' well-being. Providing more training and increased employment opportunities means that individuals are better able to get the jobs they want. Indigenous businesses and community leaders know that increased opportunities are coupled with improved self-confidence, greater motivation, and better mental health, all of which resonate outward through the community to inspire others.<sup>23</sup> Broader successes are seeing business and cultural developments increasingly aligned with economic interests between Indigenous people and the broader regional business communities.<sup>24</sup>

There are already signs of success. The NAECB lists shipbuilding contracts in Nova Scotia and the fourth largest mall in British Columbia, built on Tsawwassen First Nation land.<sup>25 26</sup> In Manitoba, First Nations are adding to their economic capabilities with land purchases and urban reserves. The Indigenous Accord in the City of Thompson is one example where First Nations are central to economic development and social, cultural, and educational achievements.<sup>27</sup> Gambler First Nation and the City of Brandon undertook a multi-dimensional consultation with First Nations organizations and others as a precursor to a joint Municipal Services Agreement. This consultation resulted in an economic strategy and actions involving pre-employment skills, employment considerations, affordable housing, cultural awareness for employers, education opportunities, and child care.<sup>28</sup> Still more efforts are called for so that First Nations can participate fully in the regional economy; otherwise, the valuable potential for partnerships

*Leaders are often found working collectively to generate own-source revenues and reinvest in their peoples' well-being.* <<

<sup>23</sup> Canadian Council for Aboriginal Business. (2016).

<sup>24</sup> The Organisation for Economic Co-operation and Development (OECD). (2018). (pp. 14-15)

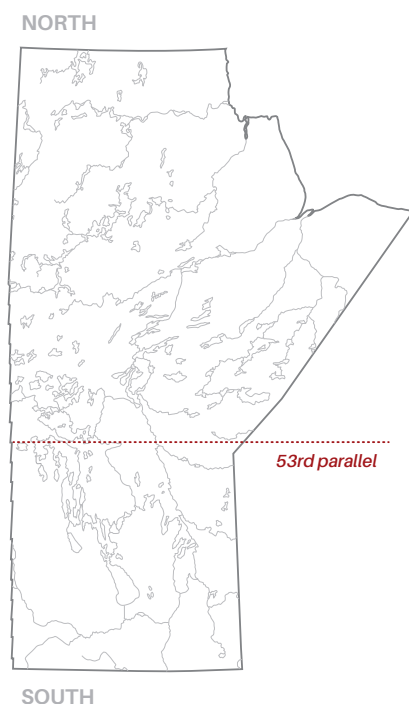
<sup>25</sup> Louie, C., & Madahbee, D. (2015).

<sup>26</sup> Wikipedia. (2018).

<sup>27</sup> The City of Thompson's Aboriginal Accord was signed in 2009. The Accord plus progress reports are available at <http://www.thompson.ca/p/thompson-aboriginal-accord>

<sup>28</sup> Brandon Urban Aboriginal Peoples' Council. (2015).

## » North and South Geographic areas



and further economic and business development may be left unrealized. The above activities signal that First Nations' prosperity is increasingly interconnected with the overall prosperity of Manitoba.

In short, a new context for economic development by Indigenous people and for Indigenous people at the national, provincial, and local levels is emerging. Equally important, many First Nations are actively reaching out well beyond their reserves, creating businesses and employment, and reinvesting in their reserves. They are also generating benefits for municipalities, communities, and governments. While this research report examines the Indigenous and First Nations economy in Manitoba, it is easy to see that it is a part of a much larger context of Indigenous economic development Canada-wide.<sup>29</sup>

For this project, steering committee meetings were invaluable for providing direction, comments, and resources. This report has the following characteristics and focus:

- The economic impact study portion of this project best fits into the macro-analysis category, leaving more detailed questions about specific Indigenous or First Nations groups to another study, if desired.
- Indigenous peoples in northern and southern Manitoba are the focus, but there is an emphasis on First Nations in the last three chapters.
- With MKO and SCO as project sponsors, this report focuses on the geographic areas of North and South wherever possible. These two areas roughly correspond to the areas north and south of the 53rd parallel, which is the line the Manitoba government uses to distinguish between the two regions. These areas are also roughly consistent with the organizational boundaries of SCO and MKO. First Nations unaffiliated with SCO or MKO and other independent First Nations, Métis, and Inuit are also included in the data for both North and South.

<sup>29</sup> The context of First Nations economic development also includes the professionalization of economic developers, in part signaled by a national organization, the Council for the Advancement of Native Development Officers (CANDO). RDI has been a member for several years. For the CANDO economic development toolkit see <http://www.sauder.ubc.ca/Programs/Chnook/Students/~media/Files/Chnook/ICAB.ashx>

- Where possible, this project reports on First Nations populations on and off reserve.

## NORTH

**79%** of  
First Nations  
live **ON Reserve**  
(37,425)

**21%** of  
First Nations  
live **OFF Reserve**  
(10,090)

## SOUTH

**31%** of  
First Nations  
live **ON Reserve**  
(25,700)

**69%** of  
First Nations  
live **OFF Reserve**  
(57,295)

*This report has research limitations caused by information that was unavailable.* <<

- Analyses in this report are based on 2016 data, which is the most recent data from Statistics Canada and other sources. Updated data will be available after the 2021 census.
- Many data sources were accessed; however, similar to other studies, this report has research limitations caused by information that was unavailable. As a result, we had to incorporate estimates in the economic analyses in Chapters 2 and 3, including for example, estimates relating to northern First Nations' traditional lifestyles and higher cost of living. Where relevant, we provide details on how estimates were calculated. In addition, this project uses conservative numbers when estimating. This results in an underestimation of certain figures, such as numbers of Indigenous businesses.

## What is unique about this applied research project?

- estimates on spending by Indigenous and First Nations people in Manitoba
- profiles of urban reserves in Manitoba
- knowledge sharing among the researchers

There are three aspects making this a unique research project. First and most important, there are now estimates on spending by Indigenous and First Nations people in Manitoba and the resulting impact on the economy. These contributions are possible by building on the strong Indigenous economy that existed pre-contact. Second, this project profiles urban reserves in Manitoba. The third unique aspect is the knowledge-sharing process among the researchers. Discussions resulting from interviews with the First Nations' representatives about their urban reserves created a learning opportunity among the SCO and MKO researchers and those at the Rural Development Institute. Each of these aspects has resulted in making this a unique applied research project.

Three major topics form this report. First is the economic analysis of Indigenous (Chapter 2) and First Nations' (Chapter 3) spending and the related impact on the Manitoba economy. Second, the urban reserve profiles in Chapter 4 are based on interviews with First Nations representatives most familiar with operations and future plans. These three chapters make up the majority of the report. In the third part, Chapter 5, the research team looks forward by presenting population and labour-force projections to 2026 for key variables directly affecting the trajectory of the Manitoba economy. Each chapter is self-contained, meaning relevant materials, references, and appendices are included. Readers may review the entire report or turn directly to the chapter of most interest to them.

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# Chapter 2:

## Indigenous Contributions to the Manitoba Economy 2016

Indigenous Contributions to the  
Manitoba Economy



» *The thriving First Nations economy preceded the arrival of Europeans and is foundational to the economy in what is today Manitoba.*

.....

» *Indigenous societies redistributed wealth, raised overall standards of living, minimized risks, and created a system of saving and borrowing.*

.....

» *As in today's modern economy, trade allowed both groups to be better off than they would have been on their own.*

## Introduction

The thriving First Nations economy preceded the arrival of Europeans and is foundational to the economy in what is today Manitoba. This pre-contact and early-contact First Nations economy included specialization in production; trading networks; public infrastructure to support trade; commercial laws, standards, and dispute resolution processes; mediums of exchange; and property rights.<sup>1</sup> Despite this backdrop of complex relations and regulations, gift-giving and ethics of generosity and reciprocity implied to explorers that First Nations were a collectivist society, with little use of individual property ownership or rights or economic competition.<sup>2</sup> In fact, gift-giving was an established exchange mechanism through which Indigenous societies redistributed wealth, raised overall standards of living, minimized risks, and created a system of saving and borrowing.<sup>3</sup>

First Nations people in Manitoba benefited from an extensive North American trade network well before European contact.<sup>4</sup> They traded with the Inuit people along the northern edge of their territory (what is now the border between Manitoba and Nunavut).<sup>5</sup> Archeological sources suggest that trading within the northern plains emerged due to the co-existence of two types of communities: farming settlements as unearthed at Lockport,<sup>6</sup> and nomadic hunter-gatherers.<sup>7</sup> As in today's modern economy, trade allowed both groups to be better off than they would have been on their own. With the arrival of Europeans, the existing First Nations economy merged with the nascent immigrant economy, to form a new economy based on the fur trade. The fur trade economy brought new goods, more complex trade arrangements, and a new people, called Métis.

In time, British, French, and later Canadian initiatives greatly eroded Indigenous peoples' opportunities to contribute to the economy: for example, the Indian Act contained a number of provisions prohibiting everything from the use of modern farm machinery to buying or selling goods without a permit<sup>8</sup> and the residential school system affected the well-being of multiple generations. Following the Truth

1 Le Dressay, A., Lavellee, N., & Reeves, J. (2010).

2 Flanagan, T., Alcantara, C., & Le Dressay, A. (2010). Excerpt available from the National Post, March 27, 2010: <https://nationalpost.com/full-comment/tom-flanagan-christopher-alcantara-and-andre-le-dressay-lets-give-the-first-nations-homes-of-their-own/>

3 Carlos, A., & Lewis, F. (2012).

4 Carlos, A., & Lewis, F. (2012).

5 Inuit Heritage Trust. (2009).

6 Flynn, C. & Leigh Syms, E. (1996).

7 Carlos, A., & Lewis, F. (2012).

8 Kelly, B. (2016).

and Reconciliation Commission, there are increasing calls throughout Canadian society to begin to redress the wrongs and recognize the contributions that Indigenous people make to the Canadian economy.

Today, this project seeks to clarify the economic contributions of Indigenous people in Manitoba. Following the Indigenous economic study from Atlantic Canada,<sup>9</sup> this report uses macroeconomic analysis to provide an initial set of results. An alternative approach would have been an analysis at the level of individual First Nations communities. This would require much more time and resources, along with clarity about the need and use of results from such a detailed investigation. In many ways, the “big picture” results reported in this chapter are useful to leaders from Indigenous communities and government, along with businesses and many others.

With any economic analysis, quality and accurate data are essential. As with the Atlantic survey, the challenge is with data—in many cases, lack of data. Key data sources include Statistics Canada’s 2016 census data, which we began to access in late November 2017. Other key data were drawn from the First Nations community profiles from Indigenous Services Canada (ISC), ISC’s National First Nations Investment Plan, Statistics Canada’s Business Register, and the Province of Manitoba’s Indigenous and Northern Relations department. Sources also include the annual financial statements of First Nations governments, the Manitoba Métis Federation, and the Manitoba Urban Inuit Association. This analysis is for the year 2016. Data on Indigenous businesses, particularly small or unregistered businesses, were very limited. This understates the number of Indigenous businesses, resulting in low estimates of spending and related impacts. Estimates were also necessary to account for the higher cost of living in Manitoba’s northern and remote regions, along with the impacts of traditional lifestyles and traditional activities such as hunting, fishing, trapping, and gathering.

The sections in this chapter follow the process of a macroeconomic analysis by beginning with spending. Such an analysis focuses on spending and impacts created by the Indigenous peoples in Manitoba. This includes First Nations, Métis, and Inuit. At times, Statistics Canada uses the word “Aboriginal.” In this report, where possible, the word “Indigenous” refers to all three. Four of the largest sources of Indigenous spending are spending on infrastructure and spending by Indigenous governments, businesses, and households. See Figure 2.1. Spending creates impacts on the Manitoba economy, which are calculated with a standard input-output model. This model calculates four types of impacts: on Gross

*The challenge is with data—in many cases, lack of data.* <<

9 Group ATN Consulting Inc. (2016).



» To reflect on some of the differences within Manitoba, a sub-provincial analysis estimates spending and impacts for the North and the South.

Domestic Product (GDP), employment, labour income, and fiscal impacts for federal and provincial governments. To reflect on some of the differences within Manitoba, a sub-provincial analysis estimates spending and impacts for the North and the South. These areas reflect the geography of two First Nations provincial-territorial organizations (PTOS): Manitoba Keewatinowi Okimakanak Inc. (MKO) and the Southern Chiefs' Organization (SCO).<sup>10</sup> Such analyses may be also useful to inform discussions with the federal and provincial governments, as well as the Look North initiative and southern Manitoba initiatives.

In terms of the Indigenous populations and the two geographic areas, North and South, Table 2.1 provides a snapshot of population for 2016.

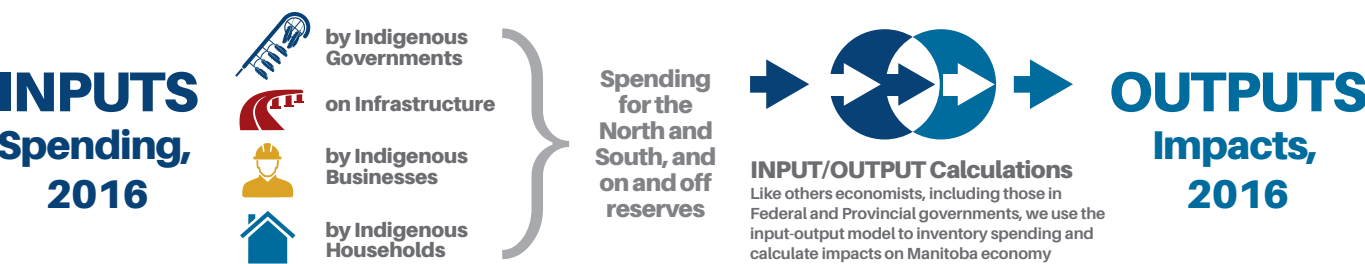
TABLE 2.1: Indigenous population of Manitoba, North and South, 2016

Manitoba areas	First Nations	Métis	Inuit	Multiple responses <sup>1</sup>	Total Indigenous population
North	47,510	4,495	75	270	52,350
South	82,995	84,860	535	2,565	170,955
Total	130,505	89,355	610	2,840	223,310

1 People who identified as two or more of First Nations, Métis, and Inuit.

Source: Statistics Canada, Aboriginal Population Profile, 2016

FIGURE 2.1: Changing spending into impacts: Four categories of spending\*



\*Financial data for spending is an input for the input-output economic analysis.

10 See Figure 3.2: Tribal Council Areas for a map.

## Spending By Indigenous People Creates Economic Impacts

Spending by First Nations, Métis, and Inuit are the inputs for this economic model. Based on that spending, the model estimates the impact that millions of dollars of Indigenous spending has on the overall provincial economy. The output—the impact of spending by Indigenous people—is calculated in terms of Gross Domestic Product (GDP), employment (jobs), labour income, and government revenues. GDP measures the monetary value of all final<sup>11</sup> goods and services produced in Manitoba as a result of spending by Indigenous people. The impact that Indigenous spending has on employment is measured by the number of jobs maintained or created in the Manitoba economy, including a mix of full- and part-time positions. For instance, if a First Nation orders an environmental assessment, someone is employed in providing that service. If a Métis person purchases a product, an employee at the business that is providing the product must spend time to fulfill the order. A third impact is labour income, which includes wages (e.g., hourly), salaries, and employer benefits paid out to those employed as a result of Indigenous spending.

Indigenous spending has ripple effects in the economy that must be calculated to fully assess the economic impact of the spending. Spending impacts can be categorized as direct, indirect, or induced. Direct impacts result from the initial money spent by Indigenous governments, businesses, and households or spent on infrastructure projects. For example, an Indigenous business spends money on photocopies at a stationery store, and the purchase of the photocopies has direct impacts on the sales, labour income, and jobs maintained at the store. That initial money spent then has an effect on the businesses that supply the goods and services to the stationery store, and these secondary effects are called indirect impacts. For example, when the stationery store places an order with a paper supplier, it has an indirect impact, such as the impact on jobs maintained at the paper supplier. Finally, when the employees of the stationery store or paper supplier spend their additional earned wages on consumer goods and services, these household purchases are termed induced impacts. For each of the four impacts—GDP, employment, labour income, and government revenues—the direct, indirect, and induced effects of spending must be calculated and totaled. Figure 2.1 illustrates the output or impacts from Indigenous spending.

<sup>11</sup> A final good or service is something that is purchased and used or consumed by the end user, as opposed to something that is purchased in order to be used to make something else which is then sold. For example, if you buy flour to make bannock to eat yourself, the flour was a final good. If you buy flour to make bannock and then you sell the bannock, the flour was an intermediate good and the bannock was a final good.

» First Nations people pay taxes on the same basis as other Canadians.

**FIGURE 2.2: Four categories of impacts on the Manitoba economy from Indigenous spending**



A fourth category of impact in Figure 2.2 is federal and provincial government tax revenues resulting from Indigenous spending. Businesses supplying goods and services to Indigenous people, businesses, and governments pay federal and provincial taxes. Indigenous businesses pay taxes as well. On a household level, there are well-established Canada Revenue Agency rules regarding the taxation of Indigenous people. Inuit and Métis people always pay the same taxes as other Canadians, as do First Nations who do not have legally identified Indian status.<sup>12</sup> Taxation is complex but there are two important points: Indigenous people are paying taxes and some First Nations people have exemptions in some circumstances, as regulated by the Canada Revenue Agency.

For some, there is a misconception that First Nations people do not pay taxes. In fact, First Nations people pay taxes on the same basis as other Canadians, with one exception. The one exception, under Section 87 of the *Indian Act*, is for personal property of status Indians on reserve.<sup>13</sup> For example, Status Indians who earn income on reserve are not taxed on that income. Status Indians who earn income off reserve pay tax on that income—sometimes even if their employer is located on the reserve.<sup>14</sup> First Nations with registered status who purchase goods and services on reserves do not have to pay sales tax—but not all goods and services are available on reserve. When they purchase goods and services off reserve, including online, status Indians are taxed, unless the goods are delivered to a reserve. In many cases, the delivery charge would be more than the tax, and so the exemption affords no advantage.<sup>15</sup> In addition, a status Indian living off reserve would not be able to use the exemption, unless

<sup>12</sup> Indigenous Corporate Training Inc. (2015, August 4).

<sup>13</sup> *Indian Act*. (1985).

<sup>14</sup> Government of Canada. (2013, Nov. 21).

<sup>15</sup> Sagan, A. (2015, April 24).

they were travelling to a reserve to do their shopping. First Nations businesses pay taxes based on whether their revenue-generating activities occur on or off reserve, where their customers are located, and where their office or books are located.<sup>16</sup> In addition, First Nation corporations always pay provincial sales tax in Manitoba.<sup>17</sup> In some cases, First Nations people may also pay property taxes and goods and services taxes to their First Nations government.<sup>18</sup> In short, Indigenous people do pay taxes.<sup>19</sup>


The remainder of this chapter provides key results about Indigenous spending and its impacts on the Manitoba economy in 2016.<sup>20</sup>

## Indigenous Government - Spending and Impacts

Indigenous government spending refers to remuneration, expenses, and other spending presented in financial statements by First Nations governments, Tribal Councils, and Métis and Inuit organizations. The data from ISC and others include audited consolidated financial statements and Schedules of Remuneration and Expenses.<sup>21</sup>

In Table 2.2, Indigenous government spending<sup>22</sup> totaled \$1,447.4 million in the 2015–2016 fiscal year. Spending was similar in the two areas of Manitoba: North (\$681.6 M, 46.8%) and South (\$765.9 M, 53.2%). Given the limited data, the research involved several assumptions; for example, all First Nations government spending is considered to be on reserve where the government operations are headquartered. Conversely, all Métis and Inuit government spending is considered to be off reserve. From half to 72% of Indigenous government spending was on “other operating surplus” and “wages and salaries,” as noted in Appendix A.

*Status Indians are  
taxed, unless the  
goods are delivered  
to a reserve.* <<



**\$1.45 Billion**  
Spent by  
**First Nations,  
Métis & Inuit  
Governments**

<sup>16</sup> Sagan, A. (2015, April 24).

<sup>17</sup> Manitoba Finance (2016, August).

<sup>18</sup> Sagan, A. (2015, April 24). Also see First Nations Tax Commission at <http://fntc.ca/>

<sup>19</sup> First Nations governments may pay service fees in lieu of municipal taxes to an urban municipality on which the First Nation has an urban reserve. These taxes are not included in this macroeconomic analysis.

<sup>20</sup> The associated descriptions of methods and use of data are in a technical brief available upon request from RDI.

<sup>21</sup> The First Nations Financial Transparency Act (INAC, 2018) requires each First Nation to which the Act applies to digitally publish within 120 days after the end of each financial year the following documents: audited consolidated financial statements, Schedule of Remuneration and Expenses, an auditor's written report respecting the consolidated financial statements, and an auditor's report or the review engagement report respecting the Schedule of Remuneration and Expenses.

<sup>22</sup> Less amortization and capital projects.



**TABLE 2.2: Spending by Indigenous governments**  
(\$ million)<sup>23</sup>

	Spending 2016		
	NORTH	SOUTH	MB
On Reserve (FN)	\$671.2	\$732.1	\$1,403.2
Off Reserve	\$10.4	\$33.8	\$44.2
<b>Total</b>	<b>\$681.6</b>	<b>\$765.9</b>	<b>\$1,447.4</b>



Tables 2.3 and 2.4 illustrate that the \$1,447.4 million of spending results in an impact of \$953.2 million to the GDP, while creating or maintaining the equivalent of 19,821 jobs and contributing \$643.3 million in labour income to the greater Manitoba economy.<sup>24</sup> Each of these impacts is concentrated largely in the government sector, such that 91.6% of the effect on GDP occurs in the government sector, 96.5% of the impact on employment, and 95.1% of the labour income impact.<sup>25</sup> See Appendix B.

<sup>23</sup> In this table, as with all tables in the report, each amount is rounded, and as such, summing the amounts in the columns may not necessarily add up to the column totals provided.

<sup>24</sup> This \$1,447 million was applied to the industry commodity split of inputs 2016 "Other Aboriginal Government." Employment of 19,821 was used as direct employment at the industry average labour income, and gross operating surplus was adjusted upwards to ensure model balance.

<sup>25</sup> First Nation and Tribal Council spending impacts were calculated by creating a mixed endogenous-exogenous model. This approach allows modification of the input structure of an industry, in this case, "Other Aboriginal Government" (defined as "Establishments of aboriginal governments primarily engaged in providing to their constituents, a wide variety of government services that would otherwise be provided by federal, provincial or municipal levels of governments" in North American Industrial Classification System 914), part of the wider government sector industry category.

**TABLE 2.3: Impacts from Indigenous government spending (\$ million)<sup>26</sup>**

Impacts 2016			
	NORTH	SOUTH	MB
GDP	\$432.3	\$520.9	\$953.2
Employment	9,442	10,379	19,821
Labour Income	\$304.0	\$339.3	\$643.3

**TABLE 2.4: Details of impacts from Indigenous government spending (\$ million)**

Details of Impacts 2016			
	NORTH	SOUTH	MB
<b>GDP (\$M)</b>			
Direct	\$414.6	\$459.0	\$873.7
Indirect	\$10.5	\$18.1	\$28.7
Induced	\$7.1	\$43.7	\$50.8
<b>Total</b>	<b>\$432.3</b>	<b>\$520.9</b>	<b>\$953.2</b>
<b>Employment (Jobs)</b>			
Direct	9,207	9,933	19,140
Indirect	150	203	353
Induced	85	243	329
<b>Total</b>	<b>9,442</b>	<b>10,379</b>	<b>19,821</b>

<sup>26</sup> The totals in Table 2.3 are the sum of the estimated impacts by industry found in Appendix B, Table 2B.1.

» *Greater economic self-reliance is a path to increased self-determination for Indigenous peoples in Manitoba.*

Details of Impacts 2016			
	NORTH	SOUTH	MB
<b>Labour Income (\$M)</b>			
Direct	\$294.8	\$317.3	\$612.1
Indirect	\$5.2	\$8.2	\$3.4
Induced	\$3.9	\$13.9	\$17.8
<b>Total</b>	<b>\$304.0</b>	<b>\$339.3</b>	<b>\$643.3</b>

## Summary of Indigenous Government Spending and Impacts

Altogether, Indigenous governments spent an estimated \$1,447.4 million in 2016. This spending contributed to the Manitoba economy by generating impacts totaling \$953.2 million in GDP, employment of 19,821, and labour income of \$643.3 million. However, the impact of Indigenous government spending goes beyond these economic numbers. Indigenous governments spend money to improve the quality of life of community members via housing, job training, health services, and much more. Indigenous people are increasingly pursuing self-government to enhance their financial decision-making authority. With increased self-determination and settlement of treaty land claims, which may include land or financial compensation or both, Indigenous people can develop their lands and generate increased own-source revenues. Greater economic self-reliance is a path to increased self-determination for Indigenous peoples in Manitoba.

## Infrastructure Investment – Spending and Impacts

Roads, airstrips, internet connectivity, water and wastewater treatment, housing, education, health and other community facilities and services all require infrastructure spending for construction and maintenance. These facilities and assets constitute the backbone of a healthy economy.

Infrastructure spending is critical to enhance the health and well-being of a region on all levels.<sup>27</sup> Infrastructure enables Indigenous people, organizations, businesses, and individuals to produce goods and services more efficiently. Increased infrastructure spending is generally expected to result in higher economic activity and improved quality of life in the short term by stimulating demand and responding to needs, and in the long term by supporting and increasing overall productivity.

Infrastructure and capital spending require years of planning and often years of construction. The administrative process may present many challenges, including delays around project approval and feasibility studies. For any given year, infrastructure spending includes what was spent that year—in this case, in 2016. Multi-year cost estimates are presented by Indigenous Services Canada (ISC) for First Nations infrastructure and capital spending. Typically, such spending is on community infrastructure, contaminated sites, education, housing, and water/wastewater. There was no infrastructure spending data available for Métis or Inuit. The First Nations infrastructure spending totaled \$419.5 million, based on data from the federal government, the Province of Manitoba, and First Nations' audited financial statements. The ISC's *National First Nations Infrastructure Investment Plan* indicated that \$273.3 million was spent by First Nations in Manitoba on infrastructure in 2015–2016.<sup>28</sup> Added to this total is First Nations capital spending of \$144.8 million,<sup>29</sup> as well as a further \$1.6 million based on data from the Province of Manitoba's capital grants and community capital support. For this report, all infrastructure spending is considered to be on reserve. Thus \$419.5 million was spent on First Nations infrastructure.


As noted in Table 2.5, infrastructure spending for the North was \$187.2 million, or about 45%, and for the South, it was \$232.3 million, or about 55%, for a total of \$419.5 million.

*Infrastructure spending is critical to enhance the health and well-being of a region on all levels.* <<

27 Indigenous and Northern Affairs Canada (INAC) (2016); Ashton, W., Bollman, R., & Kelly, W. (2013).

28 INAC. (2016).

29 Spending on infrastructure by First Nations governments was removed from the Indigenous government spending and impact totals and added to infrastructure spending and impacts to avoid double counting.



**\$420 Million**  
Spent by Federal,  
Indigenous and Provincial  
Governments on  
**Infrastructure**

**TABLE 2.5:** Indigenous infrastructure spending\* in Manitoba (\$ million)

	Spending 2016		
	NORTH	SOUTH	MB
On Reserve	\$187.2	\$232.3	\$419.5
Off Reserve	N/A	N/A	N/A
<b>Total</b>	<b>\$187.2</b>	<b>\$232.3</b>	<b>\$419.5</b>

\* There is no record of Indigenous spending on off-reserve infrastructure.

**NORTH**  
**44.6%**

**SOUTH**  
**55.4%**

**MANITOBA**  
**100%**

Indigenous people spent \$419.5 million on infrastructure in 2016, and the impact of that spending on GDP totaled \$136.8 million. This same spending generated or maintained the equivalent of 1,533 jobs and contributed \$86.1 million in labour income. See Tables 2.6 and 2.7 for details. Geographically, about 40% of these impacts are from the North and 60% from the South. The infrastructure spending is concentrated on the construction sector, as are the impacts. The impact on the construction sector accounts for 87.0% of the impacts on GDP, 88.9% of employment impacts, and 90.7% of labour income impacts. See Appendix B.

**TABLE 2.6:** Impacts of infrastructure from spending on reserve (\$ million)<sup>30</sup>

	Impacts 2016		
	NORTH	SOUTH	MB
GDP	\$56.7	\$80.1	\$136.8
Employment	648	885	1,533
Labour Income	\$36.7	\$49.4	\$86.1

<sup>30</sup> The totals in Table 2.6 are the sum of the estimated impacts by industry found in Table 2B.2.



**TABLE 2.7:** Details of impacts of infrastructure from spending on reserve (\$ million)

Details of Impacts 2016			
	NORTH	SOUTH	MB
<b>GDP (\$M)</b>			
Direct	\$52.9	\$65.7	\$118.6
Indirect	\$2.8	\$9.3	\$12.1
Induced	\$1.0	\$5.0	\$6.1
<b>Total</b>	<b>\$56.7</b>	<b>\$80.1</b>	<b>\$136.8</b>
<b>Employment (Jobs)</b>			
Direct	606	754	1360
Indirect	28	99	127
Induced	13	32	45
<b>Total</b>	<b>648</b>	<b>885</b>	<b>1533</b>
<b>Labour Income (\$M)</b>			
Direct	\$34.7	\$43.2	\$77.9
Indirect	\$1.3	\$4.4	\$5.6
Induced	\$0.7	\$1.8	\$2.5
<b>Total</b>	<b>\$36.7</b>	<b>\$49.4</b>	<b>\$86.1</b>

» *Infrastructure spending impacts are largely on the construction sector.*

## Summary of Infrastructure Investment Spending and Impacts

First Nations spending on infrastructure is synonymous with Indigenous spending on infrastructure for this analysis, and it is estimated at \$419.5 million in 2016. In turn, this spending contributes \$136.8 million to GDP, generates or maintains about 1,533 jobs, and contributes about \$86.1 million in labour income. Usually the majority of spending on is building the asset or service, and as such, infrastructure spending impacts are largely on the construction sector. Indigenous people are pursuing opportunities from infrastructure spending year after year, in terms of continually enhancing skills training in trades, project management, and more.<sup>31</sup>

## Indigenous Businesses – Spending and Impacts

There is a wide range of Indigenous businesses in Manitoba, from tourism outfitters to construction. However, a great deal of economic activities, such as hunting, fishing, and trapping, occur in the traditional realm, outside of formal business operations, and are difficult to capture. This project incorporates estimates about the effects of these informal economic activities in the household spending and impacts section below. Within households, this report assumes that fish and game supplement expensive purchased food and are shared and bartered in the informal economy.

At the same time, there is data available on the traditional activities of hunting, fishing, and trapping when they occur in the formal commercial sector. Two excellent examples are the commercial net fishing sector and the commercial tourism sector. Out of the 64 First Nations communities in Manitoba, 46 are actively involved in either or both of these industry sectors. The commercial net fishing sector is the primary source of income for approximately 1,000 Indigenous harvesters in Manitoba, the majority of whom live in northern and remote communities.<sup>32</sup> A further 1,000 Indigenous people work as hired helpers and packers in the industry. Commercial tourism lodges and outfitting operations, most of which offer angling services, also employ approximately 900 Indigenous people annually. Both of these industries are important for

<sup>31</sup> INAC (2015, May 7).

<sup>32</sup> Galbraith, W. (2018, October 10).

Manitoba's economy in that they bring money in from the outside: over 80% of commercially caught fish in Manitoba are sold to international markets<sup>33</sup> and Americans purchase the majority of outfitter packages and professional services for anglers.<sup>34</sup> Therefore, this one example shows how an important Indigenous tradition, fishing, takes place in the realm of informal sharing or barter economy and in the realm of global trade at the same time.

Although the data on the informal economy is very limited, even quality data on formal Indigenous businesses is also limited. There is no one list or inventory of Indigenous businesses for the province, nor is there a source of information on all business spending. As a result, the standard practice of economists is to use data from the Business Register.<sup>35</sup> By associating 2016 business counts by geographic locations and the numbers employed per location (Manitoba Census Subdivisions), coupled with estimates of expenditures per employee, it is possible to derive annual total gross business expenditures (excluding capital) for 2016. These expenditures can then be broken down further by type, including utilities, office space rent, transportation and warehousing, and so on.<sup>36</sup> This report also estimates the range of industry sectors impacted by this Indigenous business spending.<sup>37</sup>

Included in the Business Register are all Canadian businesses that meet at least one of the three following criteria:

- Have an employee workforce for which they submit payroll remittances to CRA; or
- Have a minimum of \$30,000 in annual revenue; or
- Are incorporated under a federal or provincial act and have filed a federal corporate income tax form within the past three years.

Determining the number of Indigenous businesses involved using Business Register data for First Nations' businesses on reserve.

*Hunting, fishing, and trapping occur in the traditional realm, outside of formal business operations, and are difficult to capture.*



**NORTH**

**87**  
Businesses  
**12%**

**SOUTH**

**619**  
Businesses  
**88%**

<sup>33</sup> Galbraith, W. (2018, October 10).

<sup>34</sup> Travel Manitoba. (2012, February).

<sup>35</sup> The Business Register (BR) is Statistics Canada's continuously maintained central repository of baseline information on businesses and institutions operating in Canada. The Business Register maintains a complete, up-to-date and unduplicated list of all businesses in Canada that have a corporate income tax account, an employer payroll deduction remittance account, a GST/HST account, a T5013 partnership account, and/or registered charities account. Persons reporting any of the various types of business income on personal tax forms (T1) are also included on the Register (regardless of whether they have GST/HST or PD7 remittances). The BR receives its updates from the Stats Can survey program and the Canada Revenue Agency's Business Number account files.

<sup>36</sup> See Table 2A.2.

<sup>37</sup> This report details business spending impacts by industry sector in Table 2B.3. The economic model used by SJ Research Services Inc. outputs these estimates, and they are derived from the economic model inputs detailed in Table 2A.2.

» *Indigenous business spending is positively contributing to the Manitoba economy.*

Due to the lack of data on off-reserve businesses, off-reserve business counts and business spending were estimated.<sup>38</sup> The number of First Nation businesses are 163 (58 in the North, 105 in South). Métis and Inuit business counts are based on a ratio related to population, with 29 in the North and 514 in the South. As a result, Indigenous businesses number 706 in total, with 87 the North and 619 in the South. See Table 2.8. Some businesses were categorized in the Business Register as having no employees and were excluded due to insufficient data. Further research is needed to clarify spending and impacts for these businesses, along with the overall count of Indigenous businesses in Manitoba. As a result, the businesses counts are conservative, meaning the number is likely larger but there is not enough data to make the estimate more accurate.

**TABLE 2.8: Indigenous businesses in Manitoba, North and South**

Indigenous Businesses*			
	NORTH	SOUTH	MB
On Reserve	58	105	163
Off Reserve	29	514	543
<b>Total</b>	<b>87</b>	<b>619</b>	<b>706</b>

\* The business counts are conservative estimates, which underestimate the number of actual Indigenous businesses for three main reasons: there are 187 businesses without employees on First Nations (24 in the North and 163 in the South), which are excluded due to lack of data; the existence of unregistered businesses with no data; and the difficulty in measuring the traditional economy, which is not captured in government data.

In Table 2.9, the estimate of spending by 706 Indigenous businesses totaled \$6,011.5 million. In the North, business spending is \$532.8 million (8.9%) and \$5,478.7 million (91.1%) is from the South.

38 This project estimated off-reserve business spending by using the ratio of off-reserve population to on-reserve population in both the North and the South multiplied by business spending by type. Off-reserve business counts were likewise estimated.

**TABLE 2.9: Spending by Indigenous businesses**  
(\$ million)<sup>39</sup>

	Spending 2016		
	NORTH	SOUTH	MB
On Reserve	\$354.6	\$929.6	\$1,284.2
Off Reserve	\$178.2	\$4,549.1	\$4,727.3
<b>Total</b>	<b>\$532.8</b>	<b>\$5,478.7</b>	<b>\$6,011.5</b>

Indigenous business spending is positively contributing to the Manitoba economy. See Tables 2.10 and 2.11. Indigenous business spending contributed \$1,121.7 million toward Manitoba's GDP, with about 5.9% (\$65.7 million) a result of spending in the North and 94.1% (\$1,056.0 million) a result of spending in the South. Indeed, similar percentages for North and South are evident for the 13,688 new or maintained jobs in Manitoba and as much as \$556.4 million in labour income. Indigenous business spending is concentrated in the key industry sectors of manufacturing and finance (including insurance, real estate, and rental and leasing), followed by spending in the professional and administrative sectors. (See Appendix A.) The spending of \$6,011.5 million by Indigenous businesses has an impact concentrated in the manufacturing, finance, administrative, and accommodation sectors.

The spending of \$6,011.5 million by Indigenous businesses has an impact concentrated in the manufacturing, finance, administrative, and accommodation sectors.

**TABLE 2.10: Impacts from business spending on and off reserve (\$ million)**

	Impacts 2016		
	NORTH	SOUTH	MB
GDP	\$65.7	\$1,056.0	\$1,121.7
Employment	851	12,838	13,688
Labour Income	\$30.8	\$535.6	\$566.4

<sup>39</sup> The totals in Table 2.9 are generated by the economic input-output model.



**TABLE 2.11:** Details of impacts from Indigenous business spending

Details of Impacts 2016			
	NORTH	SOUTH	MB
<b>GDP (\$M)</b>			
Direct	\$64.4	\$971.4	\$1,035.8
Indirect	\$0.9	\$52.5	\$53.5
Induced	\$0.7	\$32.1	\$32.5
<b>Total</b>	<b>\$65.7</b>	<b>\$1,056.0</b>	<b>\$1,121.7</b>
<b>Employment (Jobs)</b>			
Direct	834	12,094	12,928
Indirect	12	540	552
Induced	5	204	209
<b>Total</b>	<b>851</b>	<b>12,838</b>	<b>13,688</b>
<b>Labour Income (\$M)</b>			
Direct	\$30.0	\$499.1	\$529.1
Indirect	\$0.5	\$24.8	\$25.4
Induced	\$0.3	\$11.6	\$11.9
<b>Total</b>	<b>\$30.8</b>	<b>\$535.6</b>	<b>\$566.4</b>

## Summary of Business Spending and Impacts

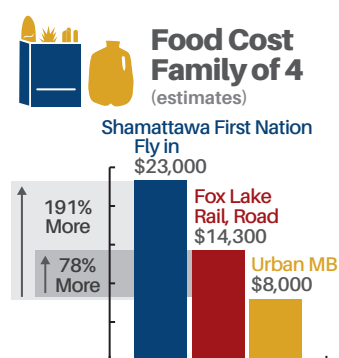
Indigenous businesses are estimated to have spent \$6011.5 million in 2016. This spending contributed \$1121.7 million to Manitoba's GDP; 13,688 Manitoba jobs; and labour income of \$566.4 million. Small and medium-sized Indigenous enterprises are significant growth engines, just as they are in the Canadian economy. These businesses can also serve as a training ground where employees and leaders gain transferable skills and knowledge. Indigenous leaders guide business development and growth while maintaining and enhancing social and cultural development in their communities.

## Indigenous Household – Spending and Impacts

Household spending is the amount spent by resident households to meet their everyday needs. This can include food, clothing, rent, energy, transport, cars, health expenses, leisure, and miscellaneous services. Historically, Indigenous people were self-sufficient and able to live off the bounty of the land by hunting, trapping, fishing, gathering, and other traditional lifestyle practices. This traditional food provisioning has decreased for a variety of reasons: “lack of access to traditional lands, the extinction and decreased density of plant and animal species, changes in animal migratory patterns, decreased transfer of cultural knowledge from elders to young people, a decrease in time and energy available for harvesting due to paid employment, loss of taste for traditional foods due to the uptake of market food, lack of money for expenses related to hunting and fishing, not having someone in the family to harvest, and disincentives to harvesting built into social assistance programs.”<sup>40</sup> Although this report assumes that Indigenous people do supplement their household spending with traditional food provisioning, over time a portion of traditional ways give way to a greater reliance on outside service providers and supplies from distant places. In parts of the North, and especially in remote communities, some household-spending items common in the urban South may not be available at all. In some remote locations, what is available for purchase may have a price well above the provincial average consumer price, in part due to shipping or fly-in expenses. This means there are household price variations across Manitoba but especially between urban centres in the South as compared to remote areas of the North. While there

<sup>40</sup> Power, E. (2008).

» Assumes household spending is higher in the North, and for some remote areas of the South.



will be price variations in the South, in most situations, they will be less on average than the difference between the North and the South. All these factors are considered in order to estimate Indigenous household spending.

Therefore, this report assumes household spending is higher in the North, and for some remote areas of the South. Some people may have household spending partially offset with a higher salary, a Northern allowance, or through the use of an informal exchange or barter economy. At present, there is no source of data to estimate the variations in household costs resulting from traditional lifestyles and the barter economy. To account for variations in household spending,<sup>41</sup> we depended on a recent report, though anecdotal,<sup>42</sup> to estimate the percentage of household income spent on consumer goods and services. In southern Manitoba, which is the base case, 75.9% of household income from all sources goes towards personal expenditures on goods and services.<sup>43</sup> In the North, without reliable public data on total cost of living, higher percentages were used, with the highest percentages reserved for communities without all-season road access. Results showed that in many communities slightly more was spent by households than their income would allow. In these cases, it was assumed that households supplemented with traditional hunting and fishing or went without. Altogether, these calculations took into account the higher cost of living in the North as compared to the South.

In the North, there are an estimated 10,980 households with 27% (2,955) off reserve. In the South, there are an estimated 52,675 households with 85% (44,650) off reserve.

In total, household spending by Indigenous people in 2016 is \$1,378.8 million. Indigenous households spend \$493.4 million in the North, with 69% of that (\$340.2 million) spent by on-reserve households and 31% (\$153.2 million) spent by off-reserve households. See Table 2.12. In the South, household spending totalled \$885.4 million, with 17.7% (\$156.5 million) of that spending from on-reserve households and 8.3% (\$728.9 million) from off-reserve households.

<sup>41</sup> Jarosiewicz, S. (2013); Statistics Canada. (2017).

<sup>42</sup> Epp-Koop, S. (2016).

<sup>43</sup> Cansim Table 384-0012: Sources of disposition of personal income.

**TABLE 2.12: Indigenous household spending (\$ million)<sup>44</sup>**

	Spending 2016		
	NORTH	SOUTH	MB
On Reserve	\$340.2	\$156.5	\$496.7
Off Reserve	\$153.2	\$728.9	\$882.1
<b>Total</b>	<b>\$493.4</b>	<b>\$885.4</b>	<b>\$1,378.8</b>

Economic impacts from First Nations household spending of \$1,378.8 million in 2016 contributed \$99.1 million toward provincial GDP, created or maintained 691 jobs, and produced \$38.7 million in labour income. See Tables 2.12 and 2.13. Examining 25 top industry sectors,<sup>45</sup> Indigenous household spending primarily impacted the finance, insurance, and real estate sector. See Appendix B.

**TABLE 2.13: Impacts from household spending (\$ million)**

	Impacts 2016		
	NORTH	SOUTH	MB
GDP	\$9.8	\$89.2	\$99.1
Employment	125	567	691
Labour Income	\$6.4	\$32.3	\$38.7

**NORTH**

**10,980**  
Households

**16%**

**SOUTH**

**55,675**  
Households  
**84%**

**\$1.38 Billion**

Spent by  
**Indigenous  
Households**

Household Locations

**17%** in the North  
**83%** in the South

<sup>44</sup> The totals in Table 2.12 are the sum of the estimated spending by industry found in Table 2A.3.

<sup>45</sup> Statistics Canada. (2018).

» Household spending is estimated at \$1,378.8 million in 2016. This resulted in impacts which contributed as much as \$99.1 million to the provincial GDP, created or maintained upwards of 691 jobs, and provided \$38.7 million in wages and salaries.

**TABLE 2.14:** Details of impacts from Indigenous household spending (\$ million)

Details of Impacts 2016			
	NORTH	SOUTH	MB
<b>GDP (\$M)</b>			
Direct	\$9.2	\$78.8	\$88.0
Indirect	\$0.4	\$7.1	\$7.5
Induced	\$0.2	\$3.3	\$3.5
<b>Total</b>	<b>\$9.8</b>	<b>\$89.2</b>	<b>\$99.1</b>
<b>Employment (Jobs)</b>			
Direct	117	480	597
Indirect	5	66	71
Induced	2	21	23
<b>Total</b>	<b>125</b>	<b>567</b>	<b>691</b>
<b>Labour Income (\$M)</b>			
Direct	\$6.0	\$28.0	\$34.0
Indirect	\$0.2	\$3.2	\$3.4
Induced	\$0.1	\$1.2	\$1.3
<b>Total</b>	<b>\$6.4</b>	<b>\$32.3</b>	<b>\$38.7</b>



## Summary of Household Spending and Impacts

The above analysis of Indigenous household spending is unique in acknowledging and estimating the effects of both the higher cost of living and traditional lifestyles of Indigenous peoples. These higher costs occur primarily in the North but are also accounted for in remote locations in the South. For many, these high costs may be offset with traditional activities such as hunting, trapping, fishing, and gathering. Household spending is estimated at \$1,378.8 million in 2016. This resulted in impacts which contributed as much as \$99.1 million to the provincial GDP, created or maintained upwards of 691 jobs, and provided \$38.7 million in wages and salaries.

*Indigenous spending <<  
also has an impact  
on government  
revenues through the  
collection of federal  
and provincial taxes.*

## Indigenous Spending – Impact on Government Revenues

Indigenous spending also has an impact on government revenues through the collection of federal and provincial taxes. These can include federal and provincial personal income tax, income taxes on corporations and unincorporated businesses, federal and provincial sales taxes, and federal excise taxes. For instance, workers pay federal and provincial income tax on additional labour income earned due to Indigenous spending. In addition, businesses that sell goods and services to Indigenous governments, businesses, and households pay tax on those profits. To be clear, non-Indigenous people and businesses pay these taxes, and in many cases, so do Indigenous people and businesses.

This report calculates the economic impact on government tax revenues based on 2016 provincial and federal tax rates and budgets. Personal income tax on labour income earned by First Nations working on reserve is excluded.<sup>46</sup>

Table 2.15 shows the government taxes resulting from spending by Indigenous people (i.e. spending on infrastructure and spending by Indigenous governments, households, and businesses). When taken together, Indigenous spending generates an estimated \$230.7 million in revenues for governments in 2016. Federal taxes amounted to 58.3% (\$134.6 million) of all taxes, and 41.7% (\$96.0 million) were provincial taxes. About 53.0% came from personal income tax (\$122.0 million),

<sup>46</sup> This exclusion is for taxes resulting from direct impacts only. This report includes all tax revenues, including personal income tax, calculated to result from indirect and induced economic activities. A more detailed microanalysis might shed light on what proportion of personal income from these activities is earned on and off reserve.

while corporate income tax accounted for 21.4% (\$55.7 million).<sup>47</sup> Further research is needed to inventory municipal taxes or service fees for urban reserves in Manitoba.

**TABLE 2.15:** Summary of government fiscal impacts from all Indigenous spending (\$ million)

	Personal income tax	Corporate income tax	Taxes on unincorporated business profits	Sales and excise taxes	Total revenue
Federal	\$73.3	\$30.60	\$30.7	\$0.01	<b>\$134.6</b> 58.3%
Provincial	\$48.7	\$25.2	\$22.2	\$0.00	<b>\$96.0</b> 41.7%
<b>Total</b>	<b>\$122.04</b>	<b>\$55.7</b>	<b>\$52.9</b>	<b>\$0.01</b>	<b>\$230.7</b> 100%

## Summary of Tax Revenues from First Nations Spending

Indigenous spending resulted in tax revenues to governments amounting to \$230.7 million in 2016. This fiscal contribution to governments demonstrates the level of impact that Indigenous have annually. These tax amounts can be cited when discussions occur between Indigenous leaders and those in government regarding Indigenous peoples' direct contributions to governments.

<sup>47</sup> Tax estimates are not adjusted for any changes to equalization entitlements.

# Summary of Indigenous Spending and Related Impacts on the Manitoba Economy

This chapter examines Indigenous spending and the related impacts on the economy of Manitoba. Even with the most up-to-date data for 2016, estimates are still required to improve the accuracy of spending and impacts. Considerable efforts were made to calculate spending by Indigenous people in the North and South of Manitoba, and the spending totals \$9,257.2 million. See Table 2.16.

**TABLE 2.16:** Spending by Indigenous (\$ million)


Spending 2016			
	NORTH	SOUTH	MB
Indigenous Government	\$681.6	\$765.9	\$1,447.4
Infrastructure	\$187.2	\$232.3	\$419.5
Businesses*	\$532.8	\$5,478.7	\$6,011.5
Households*	\$493.4	\$885.4	\$1,378.8
<b>Total</b>	<b>\$1,895.0</b>	<b>\$7,362.3</b>	<b>\$9,257.2</b>

\* Includes on- and off-reserve spending.

**\$9.3 BILLION** Spent by Indigenous People in Manitoba 2016 (First Nations, Métis & Inuit)

**\$6.2 Billion** spending from First Nations

  
**\$6 Billion**  
 Spent by over  
**700 Indigenous  
 Businesses**

  
**\$1.45 Billion**  
 Spent by  
**First Nations,  
 Métis & Inuit  
 Governments**

  
**\$1.38 Billion**  
 Spent by  
**Indigenous  
 Households**

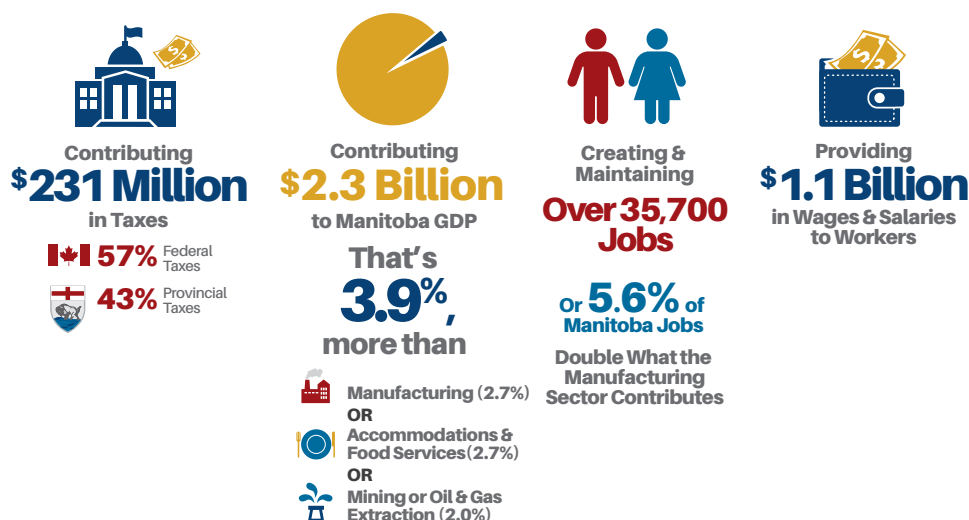
  
**\$420 Million**  
 Spent by Federal,  
 Indigenous and Provincial  
 Governments on  
**Infrastructure**

» *The Indigenous economy in Manitoba in 2016 added \$2,310.8 to provincial GDP, created or maintained 35,734 jobs in the province, and added \$1,334.5 million to labour income.*

Given such spending by Indigenous people, the impact on the Manitoba economy can be calculated using the well-established input-output model. In summary (see Table 2.17), the Indigenous economy in Manitoba in 2016 added \$2,310.8 to provincial GDP, created or maintained 35,734 jobs in the province, and added \$1,334.5 million to labour income.

**TABLE 2.17: Impacts from Indigenous spending on the Manitoba economy (\$ million)**

SPENDING SOURCE	Impacts 2016		
	GDP	EMPLOYMENT	LABOUR INCOME
Indigenous government	\$953.2	19,821	\$643.3
Infrastructure	\$136.8	1,533	\$86.1
Business	\$1,121.7	13,688	\$566.4
Household	\$99.1	691	\$38.7
<b>Total</b>	<b>\$2,310.8</b>	<b>35,734</b>	<b>\$1,334.5</b>



Another way of analysing the Indigenous economy is to compare it to the province as a whole. See Table 2.18. Indigenous spending of \$9,257.2 million in 2016 accounts for 3.87% of the Manitoba GDP. In addition, it accounts for 35,734 of the jobs in the province, which constitutes 5.64% of Manitoba employment. These Indigenous contributions to the Manitoba economy are comparable to other major industry sectors: the Indigenous economy contributes more to provincial GDP than the manufacturing sector (which is 2.72% of provincial GDP), the accommodations and food sector (2.65%), or the mining and oil and gas extraction sector (1.95%).<sup>48</sup> In terms of job created and maintained, the Indigenous economy contributes more than double the employment compared to the manufacturing sector (which contributes 2.63% of Manitoba jobs).<sup>49</sup>

*Indigenous contributions to the Manitoba economy are comparable to other major industry sectors.*

.....

*The Indigenous economy contributes more than double the employment compared to the manufacturing sector.*

**TABLE 2.18: Comparison to provincial indicators (\$ million)**

<b>Indigenous spending (\$M)</b>	\$9,257.2
<b>Indigenous spending impacts on MB GDP (\$M)</b>	\$2,310.8
<b>Manitoba GDP (\$M)*</b>	\$59,766.0
<b>Indigenous impact on MB GDP as % of Manitoba GDP</b>	3.87%
<b>Indigenous spending impacts on employment (positions)</b>	35,734
<b>Manitoba employment (positions)</b>	633,567
<b>Indigenous impact on employment as % of Manitoba employment</b>	5.64%

\* The latest current-dollar GDP estimate available for the province of Manitoba is from 2014.

Source: Cansim 381-0030, 381-0035, and 282-0087

<sup>48</sup> Source: Statistics Canada Table 36-10-0438-01 Supply and use tables, summary level, provincial and territorial (x 1,000,000).

<sup>49</sup> Source: Statistics Canada Table 36-10-0438-01 Supply and use tables, summary level, provincial and territorial (x 1,000,000).



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## Appendix 2A: Spending

Infrastructure spending is excluded from this appendix because the initial direct spending is confined to the construction industry.

**TABLE 2A.1: Indigenous Government Spending by Industry<sup>50</sup>**

Indigenous Government Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Crop and Animal Production	0.0	0.0	0.0	0.0
Forestry and Logging	0.1	0.1	0.0	0.0
Fishing, Hunting and Trapping	0.0	0.0	0.0	0.0
Support Activities for Agriculture and forestry	0.0	0.0	0.0	0.0
Mining and Oil and Gas Extraction	1.8	2.0	0.0	0.0
Utilities	14.1	15.4	0.0	0.5
Construction	0.0	0.0	0.0	0.0
Manufacturing	16.0	17.5	0.0	0.0
Wholesale Trade	2.6	2.8	0.0	0.1
Retail Trade	1.2	1.3	0.0	0.0
Transportation and Warehousing	6.9	7.6	0.1	0.3
Information and Cultural Industries	1.6	1.7	0.0	0.0
Finance, Insurance, Real Estate and Rental and Leasing	3.0	3.3	0.0	0.1
Professional, Scientific and Technical Services	5.7	6.2	0.0	0.4
Administrative and Support, Waste Management and Remediation Services	16.3	17.7	0.2	0.5
Educational Services	27.0	29.5	0.0	0.0
Health Care and Social Assistance	34.2	37.3	0.3	0.6
Arts, Entertainment and Recreation	0.0	0.0	0.0	0.0
Accommodation and Food Services	3.6	4.0	0.0	0.0
Other Services (Except Public Administration)	5.9	6.5	0.0	0.0

<sup>50</sup> Data in Table 2A.1 is based on the industry split of spending by "Other Aboriginal Government" 2016 from Statistics Canada Table 36-10-0438-01: Supply and use tables, summary level, provincial and territorial. "Other Aboriginal Government" is defined as "establishments of aboriginal governments primarily engaged in providing to their constituents, a wide variety of government services that would otherwise be provided by federal, provincial or municipal levels of governments" in North American Industrial Classification System 914.

Indigenous Government Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0.0	0.0	0.0
Travel, Entertainment, Advertising and Promotion	0.0	0.0	0.0	0.0
Transportation Margins	0.0	0.0	0.0	0.0
Non-Profit Institutions Serving Households	0.0	0.0	0.0	0.0
Government Sector	0.0	0.0	0.0	0.0
Indirect taxes on products <sup>1</sup>	0.4	0.4	0.0	0.1
Subsidies on products	0.0	0.0	0.0	0.0
Subsidies on production	0.0	0.0	0.0	0.0
Indirect taxes on production	0.0	0.0	0.0	0.0
Wages and salaries	377.8	412.1	0.3	1.1
Supplementary labour income	41.5	45.3	0.0	0.0
Mixed income	0.0	0.0	0.0	0.0
Other operating surplus	111.3	121.4	4.4	14.5
<b>Total</b>	<b>671.2</b>	<b>732.1</b>	<b>10.4</b>	<b>33.8</b>

**TABLE 2A.2: Business Spending by Industry<sup>51</sup>**

Business Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Crop and Animal Production	10.6	21.8	8.4	85.6
Forestry and Logging	1.1	1.2	0.8	4.5
Fishing, Hunting and Trapping	0.9	2.9	0.7	11.5
Support Activities for Agriculture and forestry	1.5	4.4	1.2	17.4
Mining and Oil and Gas Extraction	8.5	19.0	6.8	74.5
Utilities	8.8	22.0	7.0	86.5
Construction	5.3	15.4	4.2	60.6
Manufacturing	95.5	180.2	76.1	707.4
Wholesale Trade	20.2	45.8	16.1	179.7
Retail Trade	18.3	38.7	14.5	152.0
Transportation and Warehousing	21.3	47.8	17.0	187.8

<sup>51</sup> The data in Table 2A.2 was calculated using business registry data by region for each First Nation. By including estimated employment and estimated expenditures per employee, it is possible to derive annual total gross business expenditures, excluding capital. These can further be broken down by expenditures by type using the S-Level provincial IO "Use tables" assuming a relatively consistent level of expenditures by category per employee between the region and the province. Source: Statistics Canada Table 36-10-0438-01 Supply and use tables, summary level, provincial and territorial (x 1,000,000).

Business Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Information and Cultural Industries	16.5	35.3	13.2	138.5
Finance, Insurance, Real Estate and Rental and Leasing	66.6	127.2	53.0	499.4
Professional, Scientific and Technical Services	22.5	52.9	18.0	207.7
Administrative and Support, Waste Management and Remediation Services	20.7	52.3	16.5	205.4
Educational Services	0.5	15.8	0.4	62.2
Health Care and Social Assistance	0.4	16.6	0.3	65.3
Arts, Entertainment and Recreation	4.5	25.0	3.6	98.0
Accommodation and Food Services	8.4	35.1	6.7	137.9
Other Services (Except Public Administration)	9.6	37.7	7.6	148.0
Operating, Office, Cafeteria and Laboratory Supplies	0.0	20.0	0.0	78.5
Travel, Entertainment, Advertising and Promotion	0.0	21.0	0.0	82.5
Transportation Margins	0.0	22.0	0.0	86.4
Non-Profit Institutions Serving Households	1.7	26.1	1.4	102.6
Government Sector	10.9	43.2	8.7	169.6
Total	354.6	929.6	282.4	3649.7

**TABLE 2A.3: Household Spending by Industry<sup>52</sup>**

Household Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Crop and Animal Production	2.9	1.3	1.3	6.3
Forestry and Logging	0.1	0.0	0.0	0.2
Fishing, Hunting and Trapping	0.2	0.1	0.1	0.5
Support Activities for Agriculture and forestry	0.0	0.0	0.0	0.0
Mining and Oil and Gas Extraction	1.3	0.6	0.6	2.7
Utilities	8.7	4.0	3.9	18.6
Construction	0.4	0.2	0.2	0.8

52 Source: Statistics Canada Table 36-10-0438-01 Supply and use tables, summary level, provincial and territorial (x 1,000,000).



Household Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Manufacturing	73.8	33.9	33.2	158.1
Wholesale Trade	15.6	7.2	7.0	33.4
Retail Trade	41.3	19.0	18.6	88.4
Transportation and Warehousing	11.7	5.4	5.3	25.2
Information and Cultural Industries	13.1	6.0	5.9	28.0
Finance, Insurance, Real Estate and Rental and Leasing	102.8	47.3	46.3	220.3
Professional, Scientific and Technical Services	1.8	0.8	0.8	3.9
Administrative and Support, Waste Management and Remediation Services	1.1	0.5	0.5	2.4
Educational Services	1.1	0.5	0.5	2.3
Health Care and Social Assistance	9.3	4.3	4.2	20.0
Arts, Entertainment and Recreation	8.0	3.7	3.6	17.2
Accommodation and Food Services	23.3	10.7	10.5	49.8
Other Services (Except Public Administration)	8.2	3.8	3.7	17.6
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0.0	0.0	0.0
Travel, Entertainment, Advertising and Promotion	0.0	0.0	0.0	0.0
Transportation Margins	0.0	0.0	0.0	0.0
Non-Profit Institutions Serving Households	4.7	2.2	2.1	10.0
Government Sector	10.9	5.0	4.9	23.3
Total	340.2	156.5	153.2	728.9

## Appendix 2B:

# Impacts of Indigenous Spending by Sector

Tables 2B.1 through 2B.4 portray total impacts (direct, indirect, and induced) of infrastructure investment and Indigenous government, household, and business spending on the provincial economy for 25 industry sectors.

**TABLE 2B.1: Impacts by Industry – Province – Indigenous Government Spending**

Impacts By Industry – Province – Indigenous Government Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	0.7	11	0.1
Forestry and Logging	0.0	0	0.0
Fishing, Hunting and Trapping	0.0	0	0.0
Support Activities for Agriculture and forestry	0.0	0	0.0
Mining and Oil and Gas Extraction	1.5	3	0.3
Utilities	8.0	31	2.4
Construction	0.9	11	0.6
Manufacturing	0.7	6	0.4
Wholesale Trade	2.9	20	1.5
Retail Trade	0.0	0	0.0
Transportation and Warehousing	6.9	72	4.0
Information and Cultural Industries	3.2	21	1.1
Finance, Insurance, Real Estate and Rental and Leasing	27.3	87	5.8
Professional, Scientific and Technical Services	4.1	62	2.3
Administrative and Support, Waste Management and Remediation Services	7.4	161	4.6
Educational Services	0.0	0	0.0
Health Care and Social Assistance	13.9	165	6.2
Arts, Entertainment and Recreation	0.0	0	0.0
Accommodation and Food Services	0.0	0	0.0
Other Services (Except Public Administration)	0.0	0	0.0

Impacts By Industry - Province - Indigenous Government Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising and Pro- motion	0.0	0	0.0
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	2.0	29	1.8
Government Sector	873.7	19140	612.1
<b>Total</b>	<b>953.2</b>	<b>19821</b>	<b>643.3</b>

**TABLE 2B.2: Impacts by Industry - Province - Infrastructure Spending<sup>53</sup>**

Impacts By Industry - Province - Infrastructure Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	0.3	4	0.1
Forestry and Logging	0.0	0	0.0
Fishing, Hunting and Trapping	0.0	0	0.0
Support Activities for Agriculture and for- estry	0.0	0	0.0
Mining and Oil and Gas Extraction	2.1	5	0.4
Utilities	0.5	2	0.2
Construction	118.9	1363	78.1
Manufacturing	0.3	3	0.2
Wholesale Trade	1.1	8	0.6
Retail Trade	0.0	0	0.0
Transportation and Warehousing	1.3	14	0.8
Information and Cultural Industries	0.4	3	0.1
Finance, Insurance, Real Estate and Rental and Leasing	4.0	13	0.9
Professional, Scientific and Technical Services	4.8	73	2.7
Administrative and Support, Waste Manage- ment and Remediation Services	0.6	14	0.4
Educational Services	0.0	0	0.0

53 In Table 2B.2, economic model outputs determine the infrastructure spending breakdown by industry category.

Impacts By Industry - Province - Infrastructure Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Health Care and Social Assistance	0.4	5	0.2
Arts, Entertainment and Recreation	0.0	0	0.0
Accommodation and Food Services	0.0	0	0.0
Other Services (Except Public Administration)	0.0	0	0.0
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising and Promotion	0.0	0	0.0
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	0.2	3	0.2
Government Sector	1.7	24	1.4
<b>Total</b>	<b>136.8</b>	<b>1533</b>	<b>86.1</b>

**TABLE 2B.3: Impacts by Industry - Province - Business Spending<sup>54</sup>**

Impacts By Industry - Province - Infrastructure Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	19.1	294	3.8
Forestry and Logging	0.0	0	0.0
Fishing, Hunting and Trapping	0.0	0	0.0
Support Activities for Agriculture and forestry	7.4	55	4.5
Mining and Oil and Gas Extraction	30.4	72	5.9
Utilities	44.8	177	13.4
Construction	21.7	249	14.3
Manufacturing	128.1	1117	76.6
Wholesale Trade	64.4	446	33.5
Retail Trade	58.9	1273	36.7
Transportation and Warehousing	54.6	570	31.5
Information and Cultural Industries	55.6	369	19.4

<sup>54</sup> In Table 2B.3, economic model outputs determine the business spending breakdown by industry category. The inputs come from Table 2A.2.

Impacts By Industry - Province - Infrastructure Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Finance, Insurance, Real Estate and Rental and Leasing	216.1	688	46.0
Professional, Scientific and Technical Services	82.8	1252	46.0
Administrative and Support, Waste Management and Remediation Services	74.7	1629	46.7
Educational Services	17.9	760	11.2
Health Care and Social Assistance	44.9	533	19.9
Arts, Entertainment and Recreation	25.1	841	17.7
Accommodation and Food Services	33.0	1304	26.7
Other Services (Except Public Administration)	46.8	716	32.0
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising and Promotion	0.0	0	0.0
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	31.5	468	29.4
Government Sector	63.8	879	51.1
<b>Total</b>	<b>1121.7</b>	<b>13688</b>	<b>566.4</b>

**TABLE 2B.4: Impacts by Industry - Province - Household Spending<sup>55</sup>**

Impacts By Industry - Province - Household Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	1.2	18	0.2
Forestry and Logging	0.0	0	0.0
Fishing, Hunting and Trapping	0.0	0	0.0
Support Activities for Agriculture and forestry	0.0	0	0.0
Mining and Oil and Gas Extraction	1.0	2	0.2
Utilities	6.2	24	1.8
Construction	1.5	17	1.0

<sup>55</sup> In Table 2B.4, economic model outputs determine the household spending breakdown by industry category. The model inputs come from Table 2.12..

Impacts By Industry - Province - Household Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Manufacturing	0.9	8	0.6
Wholesale Trade	4.7	32	2.4
Retail Trade	0.0	0	0.0
Transportation and Warehousing	6.7	70	3.9
Information and Cultural Industries	5.3	35	1.8
Finance, Insurance, Real Estate and Rental and Leasing	48.2	154	10.3
Professional, Scientific and Technical Services	2.9	44	1.6
Administrative and Support, Waste Management and Remediation Services	1.2	27	0.8
Educational Services	0.0	0	0.0
Health Care and Social Assistance	4.6	55	2.0
Arts, Entertainment and Recreation	0.0	0	0.0
Accommodation and Food Services	0.0	0	0.0
Other Services (Except Public Administration)	0.0	0	0.0
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising and Promotion	0.0	0	0.0
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	2.6	38	2.4
Government Sector	12.1	167	9.7
<b>Total</b>	<b>99.1</b>	<b>691</b>	<b>38.7</b>





# Chapter 3:

## First Nations Contributions to the Manitoba Economy 2016

Indigenous Contributions to the  
Manitoba Economy



## Introduction

The key question this chapter answers: Given the amount of spending by First Nation people, what impact does it have on the Manitoba economy?

Dollar after dollar, First Nations spending strengthens the Manitoba economy. Spending by First Nations and Tribal Councils, spending by First Nations businesses and households, and investment in infrastructure by governments positively contributes to the overall economy. This spending contributes directly to maintaining jobs and providing labour income for those supplying goods and services. Accurate and current data are central when calculating spending by First Nations. Statistics Canada reported higher response rates by First Nations with their 2016 long-form census compared to the 2011 census.<sup>1</sup> The data is not released publically until some months later, which for this study meant November 2017. Indigenous Services Canada (ISC) also collects data, often on a yearly basis, and releases it in various forms, including First Nation community profiles. These and other data sources were utilized in measuring the spending by First Nations in Manitoba.

Spending has positive impacts on the Manitoba economy, and this macroeconomic analysis has assembled data to estimate impacts. Calculating impacts is part of a well-established practice. Economists at the national and provincial levels commonly use what is called an input-output model when determining the impact of spending on an economy. Manitoba uses this model, as does Statistics Canada. Like the previous chapter, this chapter inventories spending, but this time it is only spending by First Nations, and then applies the input-output model to calculate related economic impacts. This input-output model is illustrated in Figure 3.1, and details are provided in the technical brief available from the Rural Development Institute at Brandon University.

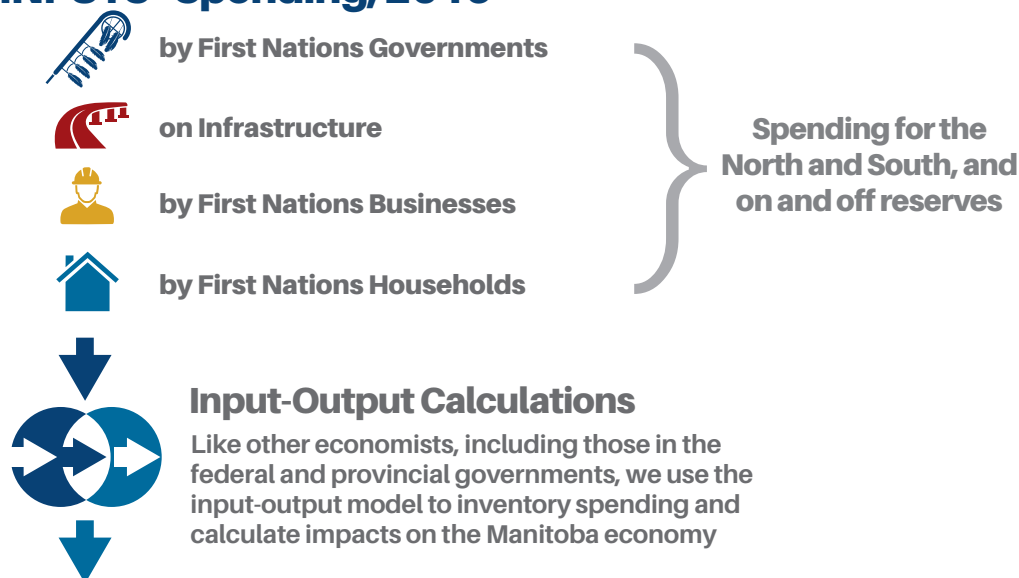
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<sup>1</sup> Grant, T. (2016).

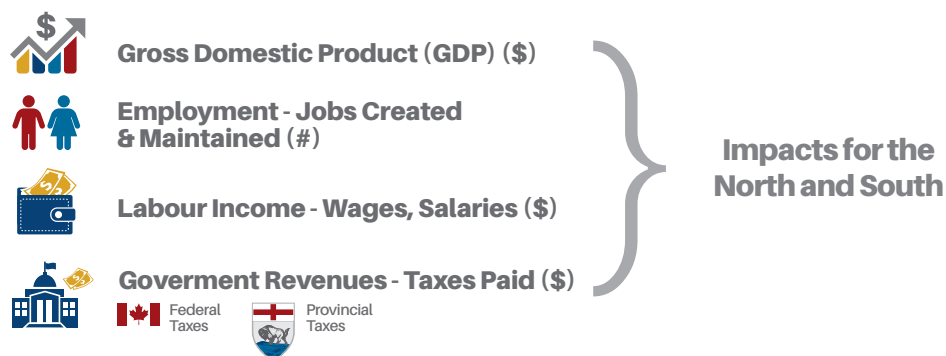
**FIGURE 3.1: Concept of Input-Output Model**

The challenge is with data—in many cases, lack of data.

## INPUTS - Spending, 2016



## OUTPUTS - Impacts, 2016



## Inputs: Spending by First Nations<sup>2</sup>

In this report, the economy is analyzed by examining the spending by First Nations in Manitoba in 2016. To determine the amount of spending for 2016 required accessing four primary sources of data:

- Spending by First Nations and Tribal Councils using data from ISC's community profiles, including audited financial statements,<sup>3</sup>

<sup>2</sup> Spending and calculated impacts are reported to the first decimal, so totals may not always add up due to rounding.

<sup>3</sup> Spending by First Nation bands and Tribal Councils are drawn from audited financial statements. These two groups are part of a larger category of government spending, which could include Provincial-Territorial Organizations (PTOs). Future analysis could include spending and employment by PTO groups, including the Manitoba Keewatinow Okimakanak (MKO) and the Southern Chiefs' Organization (SCO).

## On-Reserve population

**NORTH**  
**37,390**

**SOUTH**  
**25,670**

**TOTAL**  
**63,060**

- Spending on infrastructure using estimates from investment plans and grants provided by ISC and the Province of Manitoba's Indigenous and Northern Relations,
- Spending by businesses located on First Nations using data from the 2016 Statistics Canada Business Register and the 2016 census, and
- Spending by households using data from Statistics Canada's 2016 census of First Nations communities.

These four data sources determine spending by First Nations. For the purposes of this chapter, spending by First Nations and Tribal Councils and spending on infrastructure are assumed to occur only on reserve.<sup>4</sup> In addition, both household and business spending occurs on and off reserve.

An economic analysis of First Nations spending in Manitoba focuses on two geographic areas, the North and the South.<sup>5</sup> See Table 3.1 and Appendix A. These two areas roughly correspond to the areas north and south of the 53rd parallel, which is the line the Province of Manitoba uses to distinguish between the two regions. The North and the South correspond to the lands of First Nation members of Manitoba Keewatinowi Okimakanak (MKO) and the Southern Chiefs' Organization (SCO), respectively. All First Nations in Manitoba are incorporated in this analysis, including independent and/or non-affiliated bands such as Red Sucker Lake First Nation (of the Island Lake First Nations) and Sioux Valley Dakota Nation. See Figure 3.2: Tribal Council areas. As a result, this report organizes the four sources of spending (see Figure 3.3) by North and South, and this spending becomes the input for the economic impact analysis.

<sup>4</sup> Some of the spending by First Nation bands and Tribal Councils occurs off reserve; however, to determine which amounts were off reserve was beyond the scope of this macro analysis.

<sup>5</sup> For this study, the North includes Statistics Canada's Census Divisions 21 to 23. The South includes Census Divisions 1 through 20.

**TABLE 3.1: North and South Tribal Councils and First Nations populations 2016**

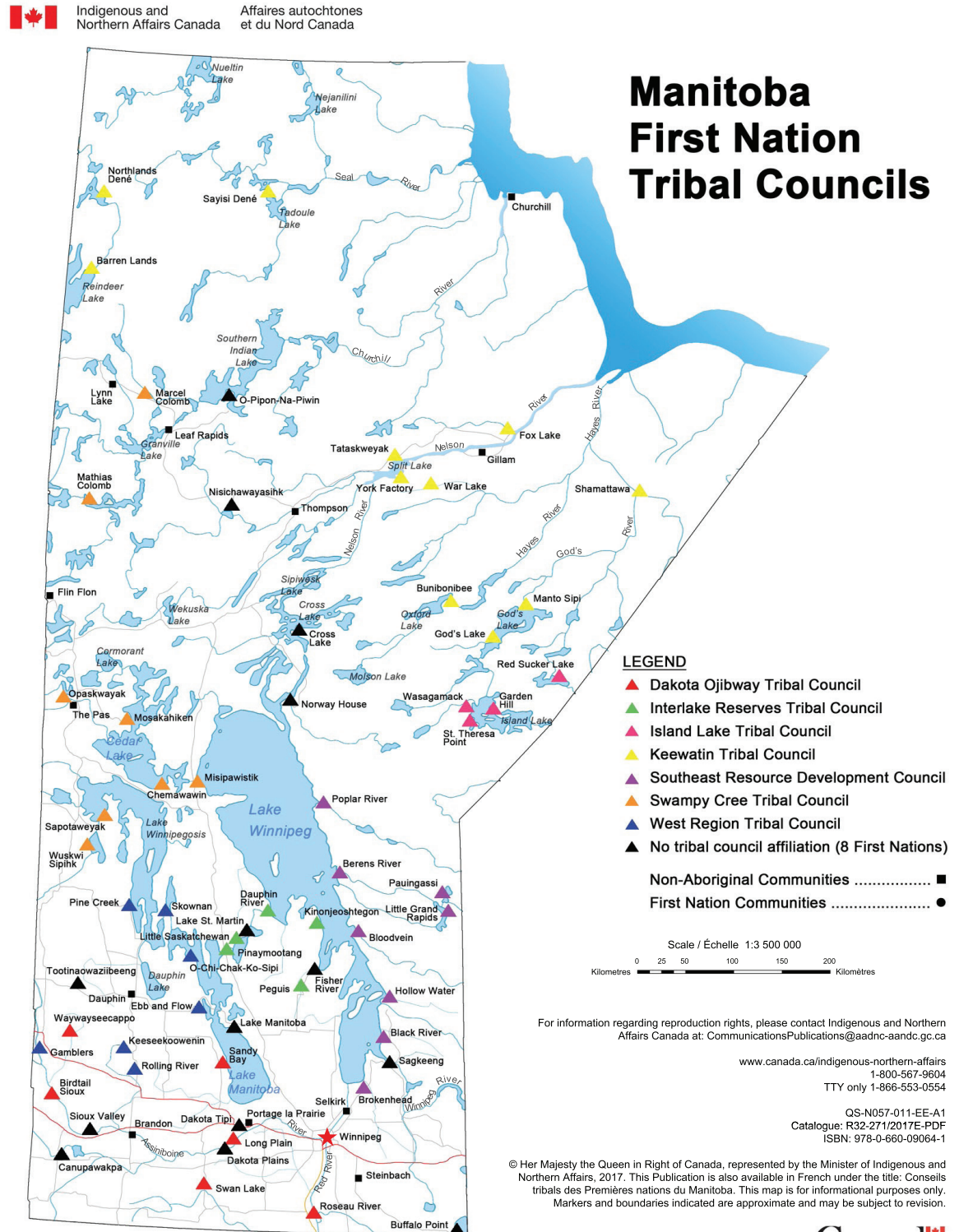
<b>Tribal Councils &amp; First Nations</b>	<b># of Bands</b>	<b>On-reserve Population*</b>
<b>NORTH</b>		
Keewatin	11	8,630
Swampy Cree	8	8,385
Independent	4	12,510
Island Lake (Non-Affiliated <sup>6</sup> )	4	7,865
<b>NORTH TOTAL</b>	<b>27</b>	<b>37,390</b>
<b>SOUTH</b>		
Southeast Resource Development	8	5,355
Dakota Ojibway	7	6,620
Interlake Reserves	6	5,105
West Region	8	3,850
Independent	5	2,245
South (Non-Affiliated)	2	2,495
<b>SOUTH TOTAL</b>	<b>36</b>	<b>25,670</b>
<b>TOTAL</b>	<b>63</b>	<b>63,060</b>

\* Data from Statistics Canada's Aboriginal Population Profile 2016

<sup>6</sup> "Non-affiliated" is a term used by PTOs to indicate First Nations that are not a member of SCO or MKO. Non-affiliated First Nations may belong to a non-affiliated Tribal Council. "Independent" First Nations do not belong to a Tribal Council but do belong to either SCO or MKO.



**FIGURE 3.2: Tribal Council areas**

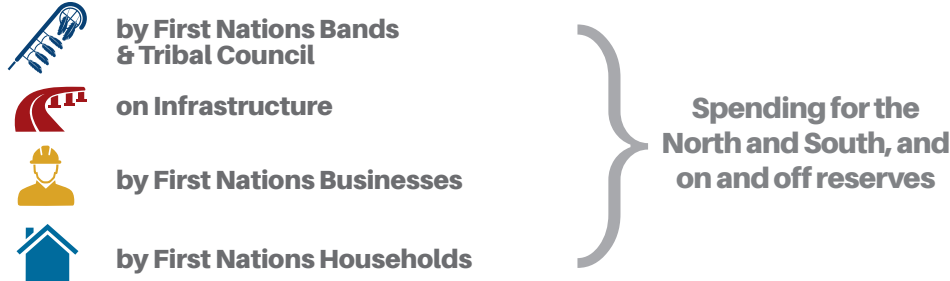


Source: Indigenous and Northern Affairs Canada. (2017).<sup>7</sup> Outputs: Impacts of Spending by First Nations

<sup>7</sup> Map was retrieved from <https://www.aadnc-aandc.gc.ca/eng/1100100020567/1100100020572>

**FIGURE 3.3:** Four sources of spending by First Nations in northern and southern Manitoba

### INPUTS - Spending, 2016



*GDP is an indication of the impact that millions of dollars of First Nations spending has on the provincial economy.*

## Spending by First Nations People Creates Economic Impacts

Spending by First Nations is the input for the economic model. The output—the impact of spending by First Nations—is calculated in terms of Gross Domestic Product (GDP), employment (jobs), labour income, and government revenues (from taxes). The GDP measures the monetary value of all final goods and services<sup>8</sup> produced as a result of spending by First Nations in Manitoba in 2016. GDP is an indication of the impact that millions of dollars of First Nations spending has on the provincial economy. The impact this spending has on employment is measured by the number of jobs maintained or created in the Manitoba economy, including a mix of full- and part-time positions. For instance, if a First Nation orders tires from a car dealer, someone at the car dealership is employed in providing that service. If a First Nation purchases a product, an employee at the business that is providing the product must spend time to fulfill the order. A third impact is labour income, which includes wages (e.g. hourly), salaries, and employer benefits paid out to those employed as a result of First Nations spending. As shown in Figure 3.4, a fourth impact is on tax revenues for the federal and provincial governments.

The federal and provincial governments generate tax revenues as a result of spending by First Nations. For instance, companies supplying goods and services to First Nations will pay taxes to both the federal and provincial governments. First Nations people pay taxes on the same

*First Nations people pay taxes on the same basis as other Canadians.*

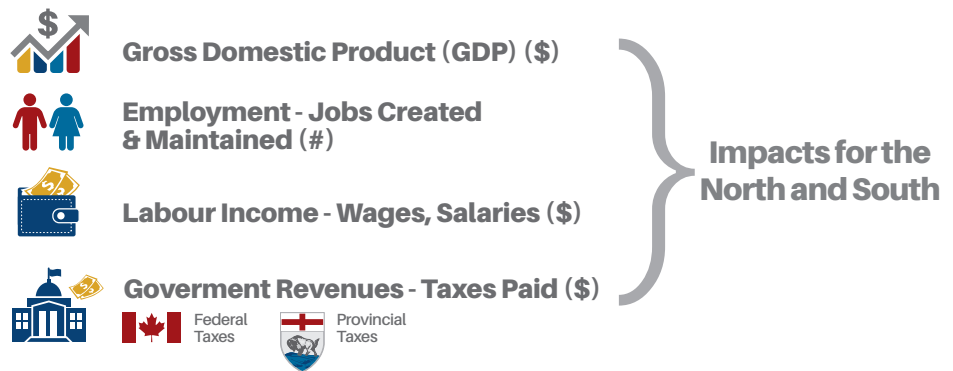
<sup>8</sup> A final good or service is something that is purchased and used or consumed by the end user, as opposed to something that is purchased in order to be used to make something else which is then sold. For example, if you buy flour to make bannock to eat yourself, the flour was a final good. If you buy flour to make bannock and then you sell the bannock, the flour was an intermediate good and the bannock was a final good.

» *Outputs—GDP, employment, labour income, government taxes—have ripple effects in the economy*

basis as other Canadians, except where one limited exemption applies. The one exemption, under Section 87 of the Indian Act, is for personal property on reserve belonging to First Nations people with registered status.<sup>9</sup> For example, Status Indians who earn income on reserve are not taxed on that income. Status Indians who earn income off reserve pay tax on that income—sometimes even if their employer is located on the reserve.<sup>10</sup> Additional details about taxation of First Nations people are explained in Chapter 2.

**FIGURE 3.4:** Four categories of impacts on the Manitoba economy from First Nations spending

### OUTPUTS - Impacts, 2016



First Nations spending has ripple effects in the economy. These effects are referred to as direct, indirect, and induced impacts. Direct impacts result from the initial money spent by First Nations bands and Tribal Councils, businesses, and households or spent on infrastructure projects. For example, a First Nation spends money on a consultant, and the purchase of the consultant's services has direct impacts on the sales, labour income, and jobs maintained at the consultancy. That initial money spent then has an effect on the businesses that supply goods and services to the consultancy, and these secondary effects are called indirect impacts. For example, when the consultancy places an order with a laptop supplier, it has an indirect impact, such as the impact on jobs maintained at the computer store. Finally, when the employees of the consultancy or computer store spend their additional earned wages on consumer goods and services, these household purchases are

<sup>9</sup> *Indian Act*. (1985).

<sup>10</sup> Government of Canada. (2013, Nov. 21).


termed induced impacts. To calculate each of the four impacts—GDP, employment, labour income, and government revenues—the direct, indirect, and induced effects of spending must be calculated and totaled.

This chapter provides key results about the spending by First Nations and its impacts on the Manitoba economy in 2016 (using the four categories above), with associated descriptions of methods and use of data.

## First Nations and Tribal Councils – Spending and Impacts

First Nations and Tribal Council spending includes remuneration, expenses, and other spending. The data is from ISC’s First Nation Community Profiles and includes audited consolidated financial statements and Schedules of Remuneration and Expenses.<sup>11</sup> These expenses are considered to have occurred on reserve, where the government operations are headquartered and the books of account are kept, even though a portion may have been spent on off-reserve goods and services; therefore, all spending by Bands and Tribal Councils is categorized as on-reserve spending. There is no estimate of spending off reserve.

Table 3.2 shows that First Nations and Tribal Council spending totaled \$1,403.2 million in 2015–2016.<sup>12</sup> Spending is similar in the two areas of Manitoba: North (\$671.2 M, 47.8%) and South (\$732.1M, 52.2%). The First Nations spending is concentrated on “wages and salaries” and “other operating surplus,” as noted in Appendix B.



**\$1.4 Billion**  
Spent by  
**First Nations  
Bands & Tribal  
Councils**

**57%**  
of Tribal Council  
and Band  
spending is on  
employee wages

<sup>11</sup> The *First Nations Financial Transparency Act* requires each First Nation to which the Act applies to digitally publish within 120 days after the end of each financial year the following documents: audited consolidated financial statements, Schedule of Remuneration and Expenses, an auditor’s written report respecting the consolidated financial statements, and an auditor’s report or the review engagement report respecting the Schedule of Remuneration and Expenses.

<sup>12</sup> This \$1,403 million was applied to the industry commodity split of inputs 2016 “Other Aboriginal Government.” Employment of 19,085 was used as direct employment at the industry average labour income, and gross operating surplus was adjusted upwards to ensure model balance.

**TABLE 3.2: Spending by First Nations and Tribal Councils<sup>13</sup> (\$ million)**

	Spending 2016		
	NORTH	SOUTH	MANITOBA
On reserve	\$671.2	\$732.1	\$1,403.2
Off reserve	NA	NA	NA
<b>Total</b>	<b>\$671.2</b>	<b>\$732.1</b>	<b>\$1,403.2</b>

NORTH  
47.8%

SOUTH  
52.2%

MANITOBA  
100%

Tables 3.3 and 3.4 illustrate that the \$1.4 billion of spending results in an impact of \$930.3 million to the GDP, while creating or maintaining the equivalent of 19,738 jobs and contributing \$640.8 million in labour income in Manitoba. Each of these impacts is concentrated largely in the government sector, such that 91% of the effect on GDP occurs in the government sector, 96% of the impact on employment, and 95% of the labour income impact.<sup>14</sup> See Appendix C.

<sup>13</sup> First Nation government spending includes spending by First Nation Bands and Tribal Councils. In any future efforts, Manitoba's three First Nations Provincial-Territorial Organizations (PTOs) could be included, namely MKO, SCO, and the Assembly of Manitoba Chiefs (AMC).

<sup>14</sup> First Nation and Tribal Council spending impacts were calculated by creating a mixed endogenous-exogenous model. This approach allows modification of the input structure of an industry, in this case, "Other Aboriginal Government" (defined as "Establishments of aboriginal governments primarily engaged in providing to their constituents, a wide variety of government services that would otherwise be provided by federal, provincial or municipal levels of governments" in North American Industrial Classification System 914), part of the wider government sector industry category.

**TABLE 3.3: Impacts from First Nations and Tribal Council spending on reserve (\$ million)<sup>15</sup>**

	Impacts 2016		
	NORTH	SOUTH	MANITOBA
GDP	\$429.1	\$501.2	\$930.3
Employment	9,438	10,300	19,738
Labour income	\$303.6	\$337.1	\$640.8

**TABLE 3.4: Details of impacts from First Nations and Tribal Council spending (\$ million)**

Details of Impacts 2016			
	NORTH	SOUTH	MANITOBA
<b>GDP (\$M)</b>			
Direct	\$411.7	\$441.7	\$853.4
Indirect	\$10.3	\$16.1	\$26.4
Induced	\$7.1	\$43.5	\$50.6
<b>Total</b>	<b>\$429.1</b>	<b>\$501.2</b>	<b>\$930.3</b>
<b>Employment (Jobs)</b>			
Direct	9,206	9,879	19,085
Indirect	146	180	326
Induced	85	242	327
<b>Total</b>	<b>9,438</b>	<b>10,300</b>	<b>19,738</b>

<sup>15</sup> The totals in Table 3.3 are the sum of the estimated impacts by industry found in Appendix C, Table 3C.1.



» First Nations' knowledge and experience add value and depth to discussions on regional matters and to economic development efforts, as does their considerable land base.

Details of Impacts 2016			
	NORTH	SOUTH	MANITOBA
<b>Labour Income (\$M)</b>			
Direct	\$294.6	\$316.1	\$610.7
Indirect	\$5.1	\$7.2	\$12.3
Induced	\$3.9	\$13.8	\$17.7
<b>Total</b>	<b>\$303.6</b>	<b>\$337.1</b>	<b>\$640.8</b>

## Summary of Spending and Impacts by First Nations and Tribal Councils

Together, First Nations contributed \$1.4 billion of spending in 2016 to the Manitoba economy. Their spending generated impacts totaling \$930.3 million in GDP, employment of 19,738, and labour income of \$640.8 million. The pursuit of self-government by First Nations continues to enhance decision-making authority while increasing economic self-reliance. This self-reliance includes developing lands, generating more own-source revenues, and reinvesting to improve the quality of life of community members. Many First Nations in Canada are gaining control over institutions such as education and health care, as well as utilizing authority to manage treaty settlement lands and resources. With a focus on economic impact, self-government continues to change spending patterns, as more and more funding is generated from own-source revenues. To take full advantage of an expanded authority, training in finance, management, marketing, and much more is becoming commonplace. The related self-government agreements create an opportunity for each First Nation to involve stakeholders and businesses in neighbouring municipalities in collaboratively pursuing economic development. One aim of involving other stakeholders could be to find ways to build and enhance the surrounding region<sup>16</sup> economically, socially, and culturally. First Nations' knowledge and experience add value and depth to discussions on regional matters and to economic development efforts, as does their considerable land base.<sup>17</sup>

<sup>16</sup> The regional marketplace is where people live and work. First Nations contribute to the economy in a surrounding rural region. Rural regions in Manitoba have been examined as self-contained labour areas, encompassing over 80% of where people live and work. See Ashton, W., Bollman, R., & Kelly, W. (2013, April 25).

<sup>17</sup> INAC. (2013).



## Infrastructure Investment – Spending and Impacts

Typically, “infrastructure” refers to hard assets that are above and below ground. These assets include facilities and services that constitute the backbone of an economy. Roads, airstrips, internet connectivity, water and wastewater treatment, housing, education, health, and other community facilities and services all require infrastructure spending for construction and maintenance. What this concept of infrastructure does not capture is the equally important soft assets, such as training and business knowledge, which are also vital to the economy.

Infrastructure spending is critical to enhance the economic health of a region on all levels. It enables Bands, businesses, and individuals to produce goods and services more efficiently. Increased infrastructure spending is generally expected to result in higher economic activity and improved quality of life—in the short term, by stimulating demand and responding to needs and in the long term, by supporting and increasing overall productivity.

Infrastructure and capital spending require years of planning and often years of construction. The administrative process may present many challenges, including delays around project approval and feasibility studies. Multi-year cost estimates are presented by ISC for all First Nations infrastructure and capital spending. See Table 3.5. The total infrastructure spending includes the following categories: community infrastructure, contaminated sites, education, housing, and water/wastewater. Based on data from the ISC’s *National First Nations Infrastructure Investment Plan*, First Nations spent \$273.3 million on infrastructure through the ISC’s Capital Facilities and Maintenance Program in 2015–2016.<sup>18</sup> Added to this total is First Nations capital spending of \$144.8 million,<sup>19</sup> as well as a further \$1.5 million from the Province of Manitoba’s capital grants and community capital support.

*Infrastructure or assets include facilities and services that constitute the backbone of an economy. Roads, airstrips, internet connectivity, water and wastewater treatment, housing, education, health, and other community facilities and services.* <<

<sup>18</sup> INAC. (2016).

<sup>19</sup> To avoid double counting, spending on infrastructure by First Nations and Tribal Councils was removed from the First Nations government spending and impact totals and added to infrastructure spending and impact totals.

**TABLE 3.5: Infrastructure spending – actual and planned (\$)**

Project Categories	Previous Year		Planned Spending			
	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
<b>Community Infrastructure</b>	\$105,004,367	\$101,079,523	\$73,900,004	\$64,136,980	\$63,869,615	\$57,606,136
<b>Contaminated Sites</b>	\$5,523,500	\$9,262,500	-	-	-	-
<b>Education</b>	\$32,739,553	\$29,017,451	\$115,559,937	\$84,382,087	\$20,623,687	\$20,583,687
<b>Housing</b>	\$28,818,937	\$40,528,104	\$32,922,075	\$27,619,356	\$12,166,197	\$12,537,149
<b>Water and Wastewater</b>	\$87,489,715	\$93,393,606	\$41,862,659	\$25,658,434	\$25,449,484	\$25,560,019
<b>Grand Total</b>	<b>\$259,576,072</b>	<b>\$273,281,184</b>	<b>\$264,244,675</b>	<b>\$201,796,857</b>	<b>\$122,108,983</b>	<b>\$116,286,991</b>

Source: INAC. (2016).

In total, federal, provincial and First Nation Band spending on infrastructure in the 2015–2016 fiscal year was approximately \$419.5 million. This total was allocated between North and South based on First Nation location, with the North seeing \$187.2 million (44.7%) and the South spending \$232.3 million (55.3%).<sup>20</sup> See Table 3.6. There is no record of First Nations spending on off-reserve infrastructure. The infrastructure spending is concentrated in the construction sector.



**\$420 Million**  
Spent by Federal,  
First Nations and Provincial  
Governments on  
**Infrastructure**

**TABLE 3.6: Infrastructure spending on reserve\***

	Spending 2016		
	NORTH	SOUTH	MANITOBA
On reserve	\$187.2	\$232.3	\$419.5
<b>Total</b>	<b>\$187.2</b>	<b>\$232.3</b>	<b>\$419.5</b>

\* There is no data for spending on off-reserve infrastructure.

<b>NORTH</b>	<b>SOUTH</b>	<b>MANITOBA</b>
<b>44.7%</b>	<b>55.3%</b>	<b>100%</b>

<sup>20</sup> These figures were adjusted for import leakages and applied to the respective economic models as demand shocks through the construction industry.

As seen in Table 3.7 and detailed in Table 3.8, the impact on GDP by First Nations infrastructure spending totaled \$136.8 million in 2016. This same spending generated or maintained the equivalent of 1,533 jobs and contributed \$86.1 million in labour income. About 40% of these impacts are from the North and 60% from the South. The infrastructure spending impact is concentrated in the construction sector, which accounts for 86.9% of the impacts from GDP, 88.5% of employment impacts, and 90.6% of labour income impacts.<sup>21</sup>



**TABLE 3.7: Impacts of on-reserve infrastructure spending (\$ million)<sup>22</sup>**

	Impacts 2016		
	NORTH	SOUTH	MANITOBA
GDP	\$56.7	\$80.1	\$136.8
Employment	648	885	1,533
Labour income	\$36.7	\$49.4	\$86.1

**TABLE 3.8: Details of impacts of infrastructure spending on reserve (\$ million)**

	Details of Impacts 2016		
	NORTH	SOUTH	MANITOBA
<b>GDP (\$M)</b>			
Direct	\$52.9	\$65.7	\$118.6
Indirect	\$2.8	\$9.3	\$12.1
Induced	\$1.0	\$5.0	\$6.1
<b>Total</b>	<b>\$56.7</b>	<b>\$80.1</b>	<b>\$136.8</b>

<sup>21</sup> See Appendix C: Impacts of Spending by Industry Sector.

<sup>22</sup> The totals in Table 3.7 are the sum of the estimated impacts by industry found in Table 3C.2.

» Because these investments create and maintain jobs, particularly in the construction industry, they also create training opportunities for First Nations people.

Details of Impacts 2016			
	NORTH	SOUTH	MANITOBA
<b>Employment (Jobs)</b>			
Direct	606	754	1360
Indirect	28	99	127
Induced	13	32	45
<b>Total</b>	<b>648</b>	<b>885</b>	<b>1533</b>
<b>Labour Income (\$M)</b>			
Direct	\$34.7	\$43.2	\$77.9
Indirect	\$1.3	\$4.4	\$5.6
Induced	\$0.7	\$1.8	\$2.5
<b>Total</b>	<b>\$36.7</b>	<b>\$49.4</b>	<b>\$86.1</b>

## Summary of Infrastructure Spending

Infrastructure spending by First Nations is estimated at \$419.5 million in 2016, yet this is not the full story. Because these investments create and maintain jobs, particularly in the construction industry, they also create training opportunities for First Nations people in trades, project management skills, and more. Individuals add skills and training year after year, construction season after construction season. Increasingly, set-asides for training are included in infrastructure project plans as a way to incorporate social development goals into the plan and enhance the skills of First Nations people. Such skills become transferable to other projects both on and off reserve. In addition, there are employment opportunities for related businesses, including, for example, catering, couriers, and suppliers. Infrastructure spending results in direct developments such as schools, water plants, and housing. It also creates indirect benefits, which include capacity building, training, service job opportunities, and other

social development outcomes. In Manitoba, the value of this infrastructure investment is estimated at \$3,046 per First Nation member.<sup>23</sup>

*There is no one  
list or inventory  
of businesses or  
business spending  
available.* ‹‹

## First Nation Businesses – Spending and Impacts

Businesses spend money on goods and services, including wages and salaries to employees, travel, shipping, materials, and utilities. There is no one list or inventory of businesses or business spending available as a data source; as a result, the following data likely underestimate First Nation business spending. Without such an inventory, the standard practice is to use data from the 2016 Business Register.<sup>24</sup> By associating businesses counts by geographic locations and the numbers employed per location (Manitoba Census Subdivisions), coupled with estimates of expenditures per employee, it is possible to derive annual total gross business expenditures (excluding capital). These expenditures are totalled for spending on and off reserve. In addition, based on the input-output tables, this report estimates impacts from First Nations business spending on a range of industry sectors.<sup>25</sup>

Included in the Business Register are all Canadian businesses that meet at least one of the three following criteria:

- Have an employee workforce for which they submit payroll remittances to CRA; or
- Have a minimum of \$30,000 in annual revenue; or
- Are incorporated under a federal or provincial act and have filed a federal corporate income tax form within the past three years.

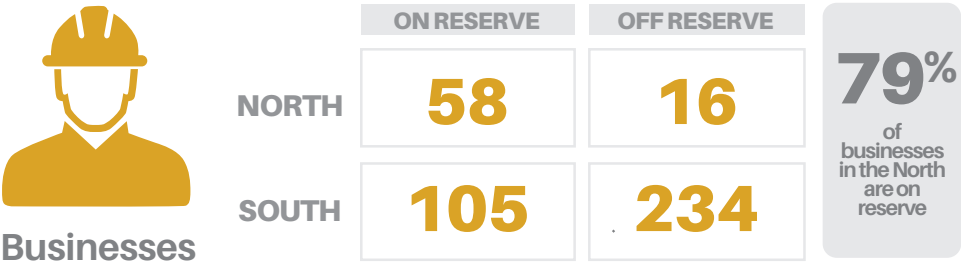
The data provided in Tables 3.9, 3.10, and 3.11 reflect counts of businesses by industrial activity (North American Industry Classification System), location, and number of employees as of December 31, 2016. In the Business Register, businesses are categorized by their number of employees using a range: 10 to 19 employees or 20 to 49 employees, for

23 INAC. (2015, May 7). In subsequent research, adding a comparative ratio for all of Manitoba would provide another level of comparison.

24 The Business Register (BR) is Statistics Canada's continuously maintained central repository of baseline information on businesses and institutions operating in Canada. The Business Register maintains a complete, up-to-date and unduplicated list of all businesses in Canada that have a corporate income tax account, an employer payroll deduction remittance account, a GST/HST account, a T5013 partnership account, and/or a registered charities account. Persons reporting any of the various types of business income on personal tax forms (T1) are also included on the Register (regardless of whether they have GST/HST or PD7 remittances). The BR receives its updates from the Statistics Canada survey program and the Canada Revenue Agency's Business Number account files.

25 This report details business spending impacts by industry sector in Table 3C.3. The economic model outputs these impact estimates, and they are derived from the economic model inputs detailed in Table 3B.2.

example. The number of businesses with each employee range multiplied by the mid-point number of employees in each range (e.g. for range 10-19, the midpoint is 14.5) results in estimates for employment by industry. When complete data is not available, estimates are required. Following a standard approach employed on other impact studies,<sup>26</sup> this project estimated off-reserve business spending by using the ratio of off-reserve population to on-reserve population in both the North and the South multiplied by business spending by type. Off-reserve business counts were likewise estimated.



In 2016, there were 163 businesses operating on First Nations reserves, with 58 in the North and 105 in the South. In addition, there were 250 First Nations businesses estimated to be off reserve: 16 (6.4%) in the North and 234 (93.6%) in the South. Collectively these businesses spent \$3,455.7 million. See Table 3.9. Spending from businesses in the North totalled \$450.6 million (13.0%) and from the South \$3,005.1 million (87%). A total of 35% of the spending was concentrated in the manufacturing and finance industries. See Appendix B.

Another 187 on-reserve businesses (24 in the North and 163 in the South) were categorized as having no employees and were excluded due to insufficient data. Further research is needed to clarify spending and impacts for these businesses.

<sup>26</sup> Other studies involving Stephen Johnson, project economist, include the following: Johnson, S., & Stabler, J. C. (1991, August 1). An Approach to Estimating an Economic Impact of Climatic Change on a Regional Economy. Environment and Planning A: Economy and Space, vol. 23, 8: pp.1197-1208.; and Johnson, S. (2016, August). Sakimay First Nations Market Study (Phase I).


**TABLE 3.9: Spending by businesses on and off reserve**  
(\$ million)<sup>27</sup>

	Spending 2016		
	NORTH	SOUTH	MANITOBA
On reserve	\$354.6	\$929.6	\$1,284.2
Off reserve	\$96.0	\$2,075.5	\$2,171.5
<b>Total</b>	<b>\$450.6</b>	<b>\$3,005.1</b>	<b>\$3,455.7</b>

**TABLE 3.10: Impacts from on and off-reserve First Nations business spending**

	Impacts 2016		
	NORTH	SOUTH	MANITOBA
GDP	\$69.3	\$632.3	\$701.6
Employment	897	7,958	8,856
Labour income	\$32.4	\$317.7	\$350.1

Business spending is positively contributing to the Manitoba economy. See Tables 3.10 and 3.11. This business spending is contributing \$701.6 million toward Manitoba's GDP, with about 10% (\$69.3 million) due to spending in the North and another 90% (\$632.3 million) from spending in the South. Similar percentages are evident for employment (maintained or newly created jobs) and for labour income. Equally important, business spending impacts are concentrated in key industry sectors: health care and social assistance, finance, manufacturing, and retail trade. See Appendix C. The impacts in these four industry sectors alone account for a significant proportion of the First Nations business spending impact on GDP (44% or \$306.8 million out of a total of \$701.6 million), employment (31% or 2,714 jobs), and labour income (\$124.8 million or 36% of the total impact).

*Business spending*   
is contributing  
\$701.6 million toward  
Manitoba's GDP.



Although businesses spend more, the majority of all spending IMPACTS are from spending by Tribal Councils and Bands

<sup>27</sup> The totals in Table 3.9 are generated by the economic input-output model.



**TABLE 3.11:** Details of impacts from First Nations business spending on and off reserve

Details of Impacts 2016			
	NORTH	SOUTH	MANITOBA
<b>GDP (\$M)</b>			
Direct	\$68.2	\$585.9	\$654.0
Indirect	\$0.8	\$28.8	\$29.6
Induced	\$0.3	\$17.6	\$17.9
<b>Total</b>	<b>\$69.3</b>	<b>\$632.3</b>	<b>\$701.6</b>
<b>Employment (Jobs)</b>			
Direct	883	7,550	8,433
Indirect	10	296	306
Induced	4	112	116
<b>Total</b>	<b>897</b>	<b>7,958</b>	<b>8,856</b>
<b>Labour Income (\$M)</b>			
Direct	\$31.8	\$297.7	\$329.5
Indirect	\$0.5	\$13.6	\$14.1
Induced	\$0.2	\$6.4	\$6.6
<b>Total</b>	<b>\$32.4</b>	<b>\$317.7</b>	<b>\$350.1</b>

## Summary of First Nations Business Spending

Just as small and medium-sized enterprises are significant growth engines in the Canadian economy, so they are in the First Nations economy, both on and off reserve. Businesses across many sectors generate revenues for First Nations. These same businesses serve as a training ground where employees and leaders gain transferable skills and knowledge. Such businesses can focus on serving customers both on and off reserve. Some businesses (called business-to-business or B2B businesses) serve other businesses, and when they have clients and customers off reserve, the resulting revenues bring new money into the reserve. As First Nations businesses expand in terms of revenues and employees, there may be additional business opportunities for supplying goods and services to those residing on and off reserve and along various supply chains. Existing business spending is currently concentrated in four industry sectors: health care and social assistance, educational services, finance, and construction. In these sectors, there may be fertile ground for First Nations businesses to replace or acquire existing businesses. Partnerships with off-reserve companies can also provide retention and expansion opportunities, which may result from leveraging natural resources, land base, and labour pools, to name a few examples. Leadership on and off reserve is an essential ingredient to guide business development and growth while maintaining and enhancing social and cultural development.

Consistent with a First Nations approach to economic development, First Nations businesses are strengthening their communities. They are doing this, in part, via sound partnerships and community engagement on and off reserve, as well as their strong cultural identity.<sup>28</sup> In addition, establishing urban reserves seem to be an increasingly important strategy for First Nations economic growth and business development, as well as a means to enhance the social and cultural aspects of communities.

### Urban Reserves in Manitoba (See Chapter 4)

- Long Plain First Nation
  - City of Winnipeg
  - City of Portage La Prairie
- Nisichawayasihk Cree Nation
  - City of Thompson
- Sapatawayak Cree Nation
  - Town of Swan River (2)
- Roseau River Anishinabe First Nation
  - City of Winnipeg
- Swan Lake First Nation
  - R.M. of Headingley
- Opaskwayak Cree Nation
  - Town of The Pas

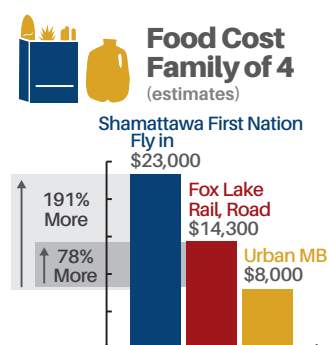
*Businesses across many sectors generate revenues for First Nations. These same businesses serve as a training ground.*

*Partnerships with off-reserve companies can also provide retention and expansion opportunities.*

*Urban reserves seem to be an increasingly important strategy for First Nations economic growth and business development.*

<sup>28</sup> National Aboriginal Economic Development Board. (2015).

» What is available for purchase may have a price well above the provincial average consumer price, in part due to shipping or fly-in expenses.



## First Nation Households - Spending and Impacts

Household spending is the amount spent by resident households to meet their everyday needs, such as food, clothing, rent, energy, transport, cars, health expenses, leisure, and miscellaneous services.<sup>29</sup> This report assumes that some First Nations people supplement their household spending with traditional fishing, hunting, trapping, and gathering; however, over time, traditional ways have been replaced with a reliance on outside service providers and supplies from distant places. In parts of the North, and especially in remote communities, some household-spending items common in the urban South may not be available at all. In some remote locations, what is available for purchase may have a price well above the provincial average consumer price, in part due to shipping or fly-in expenses. This means there are price variations across the North, as there are between the North and the South. For some, a portion of the higher costs in the North may be offset with a higher salary, a Northern allowance, or through the use of an informal exchange or barter economy.<sup>30</sup> At present, there is no source of data to estimate the variations in household costs resulting from traditional lifestyles and the barter economy. All these factors need to be considered in order to estimate household spending for First Nations.

With limited household data, a standard method was employed for determining household spending in different situations. On-reserve household spending in the South was estimated using the Manitoba ratio of personal expenditures on goods and services to total income from all sources<sup>31</sup> and applying it to household income data by community from the 2016 Census. For the North, formal data on the total cost of living is unavailable, but anecdotal data shows a significant difference in food costs between the North and the South. For example, the *Thompson Citizen*<sup>32</sup> reported that in Manitoba's urban centres, a family of four spends an average of \$8,000 on food every year, while the same groceries cost \$14,300 in Fox Lake Cree Nation and \$23,296 in Shamattawa First Nation, a more remote community. For Northern communities without all-season road access, the average of \$14,300 and \$23,296 was

<sup>29</sup> Adapted from the Organisation for Economic Co-operation and Development (OECD) household spending definition. See OECD. (2018).

<sup>30</sup> In an exchange economy, goods and services are traded for other goods and services instead of being sold for money.

<sup>31</sup> Expressed as a percentage, this ratio is 75.9%. From Cansim Table 384-0012: Sources of disposition of personal income.

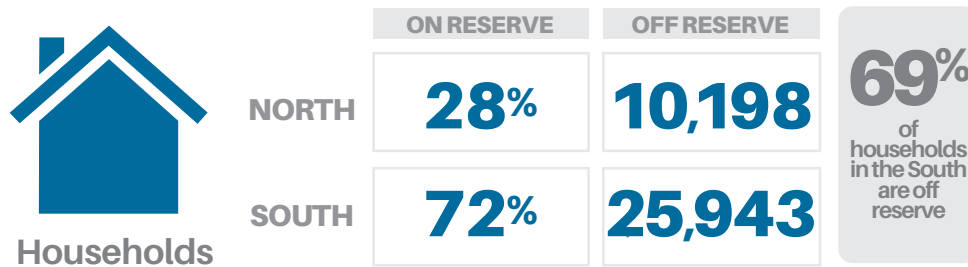
<sup>32</sup> Epp-Koop, S. (2016).

calculated and then divided by \$8,000. This number was then applied to the average amount of total household expenditures in Manitoba that are on food (14.6%)<sup>33</sup> in order to reflect the higher cost of living. For Shamattawa itself, \$23,296 was used since it is more accurate than the average. For Northern communities with all-season road access, a ratio was used that compared the costs of goods in Thompson to the costs of those same goods in Winnipeg.<sup>34</sup> This same ratio was also used to estimate spending on non-food items for all Northern communities. Using this method, results show that in many communities slightly more was spent by households than their income would allow. In these cases, it was assumed that households supplement with traditional hunting and fishing or went without. Altogether, these calculations took into account the higher cost of living in the North as compared to the South.

Off-reserve household spending for the North was estimated using the North's ratio of off-reserve population to on-reserve population multiplied by on-reserve household spending for the North. Off-reserve household spending in the South was calculated likewise.

*Households supplement with traditional hunting and fishing.* <<

  
**\$0.9 Billion**  
 Spent by  
**First Nations Households**



In total, household spending by First Nations people in Manitoba is \$895.2 million. Households spent \$396.9 million in the North, with 76.8% of that (\$304.8 million) spent by on-reserve households and 23.2% (\$92.1 million) from off-reserve households. See Table 3.12. In the South, household spending totaled \$498.3 million, with 30% (\$148.9 million) from on-reserve and 70% (\$349.4 million) from off-reserve spending. The First Nations household spending was concentrated in two industry sectors: the manufacturing sector and the finance, insurance, and real estate sector. Combined, 50% of the spending occurred within these two sectors. See Appendix B.

<sup>33</sup> Statistics Canada. (2017).

<sup>34</sup> The "fixed basket of goods" in Thompson cost \$1,339.05 and in Winnipeg \$978.98. See Jarosiewicz, S. (2013).

» Household spending by First Nations people in Manitoba is \$895.2 million.

**TABLE 3.12:** First Nations household spending on and off reserve (\$ million)<sup>35</sup>

	Spending 2016		
	NORTH	SOUTH	MANITOBA
On reserve	\$304.8	\$148.9	\$453.7
Off reserve	\$92.1	\$349.4	\$441.5
<b>Total</b>	<b>\$396.9</b>	<b>\$498.3</b>	<b>\$895.2</b>

First Nations household spending of \$895.2 million in 2016 contributed \$60.7 million toward Manitoba's GDP, created or maintained 444 jobs, and produced \$24.7 million in labour income. See Tables 3.13 and 3.14. These spending impacts were centred on specific industry sectors. For example, 46% (\$27.8 million) of the GDP impact of \$60.7 million was concentrated in the finance sector. The employment and labour income impacts were largely focused on the government and finance sectors, which accounted for 46% of the employment impacts (204 jobs) and 51% of the labour income impacts (\$12.7 million). See Appendix C.

**TABLE 3.13:** Impacts from First Nations household spending on and off reserve (\$ million)

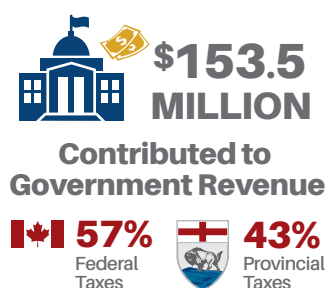
	Impacts 2016		
	NORTH	SOUTH	MANITOBA
GDP	\$9.3	\$51.4	\$60.7
Employment	118	327	444
Labour income	\$6.0	\$18.6	\$24.7

<sup>35</sup> The totals in Table 3.12 are the sums of the estimated spending by industry found in Table 3B.3.

**TABLE 3.14:** Details of impacts from First Nations household spending on and off reserve

Details of Impacts 2016			
	NORTH	SOUTH	MANITOBA
<b>GDP (\$M)</b>			
Direct	\$8.7	\$45.4	\$54.1
Indirect	\$0.4	\$4.1	\$4.5
Induced	\$0.2	\$1.9	\$2.1
<b>Total</b>	<b>\$9.3</b>	<b>\$51.4</b>	<b>\$60.7</b>
<b>Employment (Jobs)</b>			
Direct	110	277	387
Indirect	5	38	43
Induced	2	12	14
<b>Total</b>	<b>118</b>	<b>327</b>	<b>444</b>
<b>Labour Income (\$M)</b>			
Direct	\$5.7	\$16.1	\$21.8
Indirect	\$0.2	\$1.8	\$2.1
Induced	\$0.1	\$0.7	\$0.8
<b>Total</b>	<b>\$6.0</b>	<b>\$18.6</b>	<b>\$24.7</b>

» A larger percentage of household spending is on reserve in the North (78.7%) as compared to the South (30.9%).



» Further research is needed to inventory municipal taxes or service fees for urban reserves in Manitoba.

## Summary of Household Spending

The higher cost of living on northern reserves has been accounted for in household spending estimates. This higher cost of living, along with a difference in the amount of First Nations people living on and off reserve in the North versus the South, contributes to the fact that a larger percentage of household spending is on reserve in the North (78.7%) as compared to the South (30.9%). The higher costs on northern reserves also lowers the disposable income and the discretionary income of First Nations in the North, making the personal savings rates and the marginal propensity to save lower in these communities compared to communities in the South.

## First Nations Spending – Impact on Government Revenues

First Nations pay taxes and these impact government revenues. Some of First Nations spending is taxed by the federal and/or provincial governments and constitutes a revenue source for them.<sup>36</sup> This analysis included government tax on personal income, corporate income, and unincorporated business profits, as well as sales and excise taxes, where applicable. According to Section 87 of the *Indian Act*,<sup>37</sup> personal property on reserve belonging to First Nations people with registered status is not taxed, nor is income since it counts as property. Therefore, this report excludes personal income taxes arising from labour income<sup>38</sup> earned on reserve.

Table 3.15 shows the government revenues resulting from spending by First Nations and Tribal Councils, households, and businesses, as well as spending on infrastructure investment. In total, First Nations spending generated an estimated \$153.5 million in tax revenues to government in 2016. Federal taxes amount to 57.4% (\$88.1 million) of all taxes, while 42.6% (\$65.4 million) are provincial taxes. About 50% of the revenues are generated from personal income taxes (\$76.2 million),

<sup>36</sup> First Nations people pay taxes. They also have a tax exemption available to them in certain circumstances. There are established yet complex rules for determining tax exemptions. See, for instance, the Canada Revenue Agency's Information on the tax exemption under section 87 of the Indian Act at <https://www.canada.ca/en/revenue-agency/services/aboriginal-peoples/information-indians.html#hdng1>. Also see First Nations Tax Commission at <http://fntc.ca/> for information about taxes First Nations people may pay to First Nations governments.

<sup>37</sup> *Indian Act*. (1985).

<sup>38</sup> Specifically, this report excludes personal income tax earned on reserve when that labour income is calculated as a direct impact. The report includes personal income taxes paid on labour income calculated as an indirect or induced impact; A more detailed microanalysis might be able to determine the proportion of indirect or induced labour income earned on or off reserve.



while corporate income taxes account for 28% (\$42.5 million). The estimated government revenues represent taxes levied on direct, indirect, and induced economic activities.<sup>39</sup> Further research is needed to inventory municipal taxes or service fees for urban reserves in Manitoba.

**TABLE 3.15: Summary of government fiscal impacts from infrastructure investment and Band and Tribal Council, household, and business spending (\$ million)**

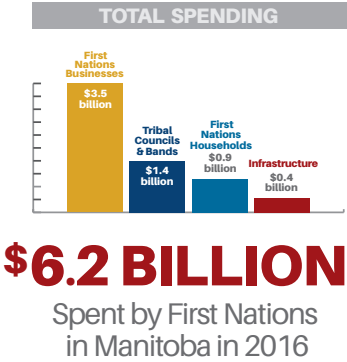
	Personal income tax	Corporate income tax	Taxes on unincorporated business profits	Sales and excise taxes	Total revenue
Federal	\$44.3	\$23.6	\$20.2	\$0.01	\$88.1 <b>57.4%</b>
Provincial	\$31.9	\$18.9	\$14.5	\$0.00	\$65.4 <b>42.6%</b>
<b>Total</b>	<b>\$76.2</b>	<b>\$42.5</b>	<b>\$34.7</b>	<b>\$0.01</b>	<b>\$153.5 100%</b>

## Summary of Tax Revenues from First Nations Spending

First Nations spending resulted in tax revenues to governments estimated at \$153.5 million in 2016. This fiscal contribution to governments demonstrates the level of impact that First Nations have annually. These tax amounts can be helpful in discussions between First Nations leaders and those in government regarding First Nations' direct contributions to governments.

*First Nations  
spending resulted  
in tax revenues  
to governments  
estimated at \$153.5  
million.* <<

<sup>39</sup> Estimates are not adjusted for any changes to equalization entitlements.



# Summary of Spending by First Nations and Related Impacts on the Manitoba Economy

This chapter examines First Nations spending in 2016 and the related impacts on the economy of Manitoba. It utilizes the best available data to ensure accuracy in spending and impact estimates. Considerable efforts were made to calculate spending by First Nations in the North and the South, and the spending totals \$6,173.7 million. See Table 3.16.

**TABLE 3.16:** Spending by First Nations and Tribal Councils on reserve (\$ million)

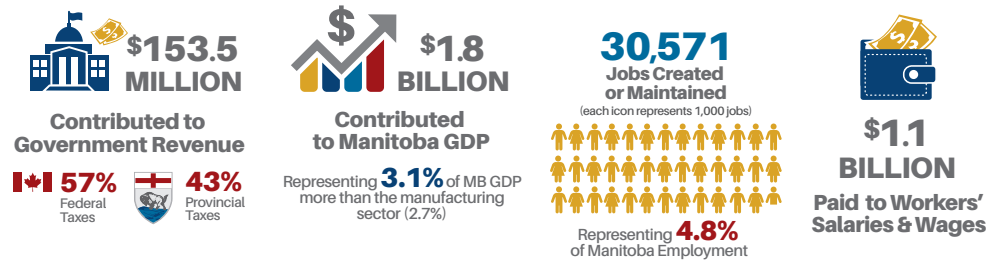
	Spending 2016		
	NORTH	SOUTH	MANITOBA
FN & Tribal Councils	\$671.2	\$732.1	\$1,403.3
Infrastructure	\$187.2	\$232.3	\$419.5
Businesses*	\$450.6	\$3,005.1	\$3,455.7
Households*	\$396.9	\$498.3	\$895.2
Total	\$1,705.9	\$4,467.8	\$6,173.7

\* Includes on- and off-reserve spending.

Taking the spending by First Nations in 2016, the impact on the Manitoba economy can be calculated using the well-established input-output model. In summary (see Table 3.17), the First Nations economy in Manitoba in 2016 added \$1,829 million to provincial GDP (\$564 million in the North and \$1,265 million in the South), created or maintained 30,571 jobs in the province (11,100 in the North and 19,470 in the South), and added \$153.5 million to government revenues (\$88.1 million federal and \$65.4 million provincial).

**TABLE 3.17: Impacts from spending by First Nations on the Manitoba economy – on and off reserve (\$ million)**

Impacts 2016			
SPENDING SOURCE	GDP	EMPLOYMENT	LABOUR INCOME
FN & TC	\$930.3	19,738	\$640.8
Infrastructure	\$136.8	1,533	\$86.1
Business	\$701.6	8,856	\$350.1
Household	\$60.7	444	\$24.7
<b>Total</b>	<b>\$1,829.4</b>	<b>30,571</b>	<b>\$1,101.7</b>



First Nations contributed more to the Manitoba economy than the manufacturing sector.

First Nations contribution of 4.83% of provincial employment is higher than the employment created and maintained by the agriculture industry.

The relative importance of the First Nation economy to the province as a whole is illustrated in Table 3.18. First Nations spending had an impact of \$1.8 billion on GDP, meaning it accounted for 3.06% of the Manitoba GDP in 2016. First Nations contributed more to the Manitoba economy than the manufacturing sector, which contributed 2.72% of Manitoba's GDP. In addition, the First Nations impact on employment (jobs created or maintained) as a result of the \$6.1 billion in spending accounted for 4.83% of all employment in Manitoba in 2016. To compare, the First Nations contribution of 4.83% of provincial employment is higher than the employment created and maintained by the agriculture industry, which contributes 4.28% to Manitoba employment.

**TABLE 3.18: Comparison to provincial indicators 2016**

<b>First Nations spending (\$M)</b>	\$6,173.7
<b>First Nations spending impacts on MB GDP (\$M)</b>	\$1,829.4
<b>Manitoba GDP (\$M)*</b>	\$59,766.0
<b>First Nations impact on MB GDP as % of Manitoba GDP</b>	3.06%
<b>First Nations spending impacts on employment (positions)</b>	30,571
<b>Manitoba employment (positions)</b>	633,567
<b>First Nations impact on employment as % of Manitoba employment</b>	4.83%

Source: Cansim 381-0030, 381-0035, and 282-0087

\* The latest current-dollar GDP estimate available for the province of Manitoba is from 2014.

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## Appendix 3A: 2016 Population of Tribal Councils and Related Bands

Population totals are from Statistics Canada, Aboriginal Population Profiles 2016 (which excludes collective dwellings such as nursing homes). Statistics Canada Aboriginal Population Profile data were used in order to maintain consistency through all the chapters of this report, which relies on Statistics Canada for information on median income, population age distribution, college graduation rates, labour force participation rates, and so on.<sup>40</sup>

### North First Nations Tribal Councils

**TABLE 3A.1: Keewatin Tribal Council**

First Nation	On-reserve population
Barren Lands First Nation (Brochet)	370
Bunibonibee (Oxford House First Nation)	1,905
Fox Lake Cree Nation	155
God's Lake First Nation	970
Manto Sipi Cree Nation (God's River)	640
Northlands Denesuline First Nation (Lac Brochet)	715
Sayisi Dene First Nation (Tadoule Lake)	320
Shamattawa First Nation	990
Tataskweyak Cree Nation (Split Lake)	2,030
War Lake First Nation	105
York Factory Cree Nation	430
<b>Total population</b>	<b>8,630</b>

<sup>40</sup> These totals are a conservative estimate of population. Data from Indigenous Services Canada's Indian Registration System indicates a higher population—49,608 on reserve in the North and 42,221 on reserve in the South, for a total of 91,829 First Nations with "Treaty Indian" status living on their own reserves in Manitoba. According to ISC, an additional 1,953 live on reserves to which they are not registered. ISC counts 24,201 First Nations from the North living off reserve (a large portion of these are presumed to be living in the South) and 41,868 from the South living off reserve for a total of 66,069 First Nations with "Treaty Indian" status living off reserve in Manitoba. In total, ISC counts 159,851 First Nations with "Treaty Indian" status living in Manitoba, and to compare, Statistics Canada finds 130,505 people identifying as First Nations in Manitoba.



**TABLE 3A.2: Swampy Cree Tribal Council**

First Nation	On-reserve population
Chemawawin Cree Nation (Easterville)	1,220
Marcel Colomb First Nation (Black Sturgeon)*	n/a
Mathias Colomb First Nation (Pukatawagan)	1,700
Misipawistik Cree Nation (Grand Rapids )	850
Mosakahiken Cree Nation (Moose Lake)	1,085
Opaskwayak Cree Nation	2,725
Sapotaweyak Cree Nation (Shoal River)	805
Wuskwi Sipihk First Nation (Indian Birch)**	n/a
<b>Total population</b>	<b>8,385</b>

\* Population total is not available from Statistics Canada, Aboriginal Population Profiles 2016. Indigenous and Northern Affairs Canada Indian Registration System says the on-reserve population is 43.

\*\* Population total is not available from Statistics Canada, Aboriginal Population Profiles 2016. Indigenous and Northern Affairs Canada Indian Registration System says the on-reserve population is 154.

**TABLE 3A.3: Independent First Nations**

First Nation	On-reserve population
Cross Lake Band of Indians	4,320
Nisichawayasihk Cree Nation (Nelson House)	2,450
Norway House Cree Nation	4,800
O-Pipon-Na-Piwin Cree Nation (South Indian Lake)	940
<b>Total population</b>	<b>12,510</b>

## North Non-Affiliated First Nations

**TABLE 3A.4: Island Lake Tribal Council**

First Nation	On-reserve population
Garden Hill First Nation	2,555
Red Sucker Lake First Nation	660
St. Theresa Point First Nation	3,250
Wasagamack First Nation	1,400
<b>Total population</b>	<b>7,865</b>

## South First Nations Tribal Councils

**TABLE 3A.5: Southeast Resource Development Council**

First Nation	On-reserve population
Berens River First Nation	1,105
Black River First Nation	690
Bloodvein First Nation	670
Brokenhead Ojibway Nation	470
Hollow Water First Nation	570
Little Grand Rapids First Nation	750
Pauingassi First Nation	270
Poplar River First Nation	830
<b>Total population</b>	<b>5,355</b>

**TABLE 3A.6: Dakota Ojibway Tribal Council**

First Nation	On-reserve population
Birdtail Sioux Dakota Nation	405
Dakota Tipi First Nation	150
Long Plain First Nation	1,210
Roseau River Anishinabe First Nation	670
Sandy Bay First Nation	2,495
Swan Lake First Nation	340
Waywayseecappo First Nation	1,350
<b>Total population</b>	<b>6,620</b>

**TABLE 3A.7: Interlake Reserves Tribal Council**

First Nation	On-reserve population
Dauphin River First Nation*	n/a
Kinonjeoshtegon First Nation	200
Lake Manitoba First Nation	845
Little Saskatchewan First Nation	285
Peguis First Nation	2615
Pinaymootang First Nation	1160
<b>Total population</b>	<b>5,105</b>

\* Population total is not available from Statistics Canada, Aboriginal Population Profiles 2016. Indigenous and Northern Affairs Canada Indian Registration System says the on-reserve population is 251.

**TABLE 3A.8: West Region Tribal Council**

First Nation	On-reserve population
Ebb & Flow First Nation	1,310
Gambler First Nation	80
Keeseekoowenin Ojibway Nation	370
O-Chi-Chak-Ko-Sipi First Nation	400
Pine Creek First Nation	580
Rolling River First Nation	385
Skownan First Nation	370
Tootinaowaziibeeng Treaty Reserve	355
<b>Total population</b>	<b>3,850</b>

**TABLE 3A.9: Independent First Nations**

First Nation	On-reserve population
Buffalo Point First Nation*	n/a
Canupawakpa Dakota Nation	305
Dakota Plains Wahpeton	75
Lake St. Martin First Nation**	n/a
Sagkeeng First Nation (Fort Alexander)	1,865
<b>Total population</b>	<b>2,245</b>

\* Population total is not available from Statistics Canada, Aboriginal Population Profiles 2016. Statistics Canada Manitoba Census 2016 says the on-reserve population is 481.

\*\* Population total is not available from Statistics Canada, Aboriginal Population Profiles 2016. Indigenous and Northern Affairs Canada Indian Registration System says the on-reserve population is 1681.

## South Non-Affiliated First Nations

**TABLE 3A.10: South Non-Affiliated First Nations**

First Nation	On-reserve population
Fisher River Cree Nation	1,475
Sioux Valley Dakota Nation*	1,020
<b>Total population</b>	<b>2,495</b>

\* All the First Nations are affiliated with the Association of Manitoba Chiefs (AMC) except Sioux Valley Dakota Nation, which has no Provincial Territorial Organization (PTO) affiliation.

## Appendix 3B: Industry Sectors Spending

Infrastructure spending is excluded from this appendix because the initial direct spend is confined to the construction industry.

**TABLE 3B.1: First Nation and Tribal Council Spending by Industry<sup>41</sup>**

First Nation and Tribal Council Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Crop and Animal Production	0.0	0.0	0.0	0.0
Forestry and Logging	0.1	0.1	0.0	0.0
Fishing, Hunting and Trapping	0.0	0.0	0.0	0.0
Support Activities for Agriculture and forestry	0.0	0.0	0.0	0.0
Mining and Oil and Gas Extraction	1.8	2.0	0.0	0.0
Utilities	14.1	15.4	0.0	0.0
Construction	0.0	0.0	0.0	0.0
Manufacturing	16.0	17.5	0.0	0.0
Wholesale Trade	2.6	2.8	0.0	0.0
Retail Trade	1.2	1.3	0.0	0.0
Transportation and Warehousing	6.9	7.6	0.0	0.0
Information and Cultural Industries	1.6	1.7	0.0	0.0
Finance, Insurance, Real Estate and Rental and Leasing	3.0	3.3	0.0	0.0
Professional, Scientific and Technical Services	5.7	6.2	0.0	0.0
Administrative and Support, Waste Management and Remediation Services	16.3	17.7	0.0	0.0
Educational Services	27.0	29.5	0.0	0.0
Health Care and Social Assistance	34.2	37.3	0.0	0.0
Arts, Entertainment and Recreation	0.0	0.0	0.0	0.0

<sup>41</sup> Data in Table 3B.1 is based on the industry split of spending by "Other Aboriginal Government" 2016 from Statistics Canada Table 36-10-0438-01: Supply and use tables, summary level, provincial and territorial (x 1,000,000). "Other Aboriginal Government" is defined as "establishments of aboriginal governments primarily engaged in providing to their constituents, a wide variety of government services that would otherwise be provided by federal, provincial or municipal levels of governments" in North American Industrial Classification System 914.

First Nation and Tribal Council Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Accommodation and Food Services	3.6	4.0	0.0	0.0
Other Services (Except Public Administration)	5.9	6.5	0.0	0.0
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0.0	0.0	0.0
Travel, Entertainment, Advertising and Promotion	0.0	0.0	0.0	0.0
Transportation Margins	0.0	0.0	0.0	0.0
Non-Profit Institutions Serving Households	0.0	0.0	0.0	0.0
Government Sector	0.0	0.0	0.0	0.0
Indirect taxes on products`	0.4	0.4	0.0	0.0
Subsidies on products	0.0	0.0	0.0	0.0
Subsidies on production	0.0	0.0	0.0	0.0
Indirect taxes on production	0.0	0.0	0.0	0.0
Wages and salaries	377.8	412.1	10.0	0.0
Supplementary labour income	41.5	45.3	0.0	0.0
Mixed income	0.0	0.0	0.0	0.0
Other operating surplus	111.3	121.4	0.0	0.0
<b>Total</b>	<b>671.2</b>	<b>732.1</b>	<b>10.0</b>	<b>0.0</b>

**TABLE 3B.2: Business Spending by Industry<sup>42</sup>**

Business Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Crop and Animal Production	10.6	21.8	2.9	48.7
Forestry and Logging	1.1	1.2	0.3	2.6
Fishing, Hunting and Trapping	0.9	2.9	0.2	6.6
Support Activities for Agriculture and forestry	1.5	4.4	0.4	9.9
Mining and Oil and Gas Extraction	8.5	19.0	2.3	42.4
Utilities	8.8	22.0	2.4	49.2
Construction	5.3	15.4	1.4	34.5
Manufacturing	95.5	180.2	25.9	402.3
Wholesale Trade	20.2	45.8	5.5	102.2
Retail Trade	18.3	38.7	4.9	86.4
Transportation and Warehousing	21.3	47.8	5.8	106.8
Information and Cultural Industries	16.5	35.3	4.5	78.8
Finance, Insurance, Real Estate and Rental and Leasing	66.6	127.2	18.0	284.0
Professional, Scientific and Technical Services	22.5	52.9	6.1	118.1
Administrative and Support, Waste Management and Remediation Services	20.7	52.3	5.6	116.8
Educational Services	0.5	15.8	0.1	35.3
Health Care and Social Assistance	0.4	16.6	0.1	37.2
Arts, Entertainment and Recreation	4.5	25.0	1.2	55.8
Accommodation and Food Services	8.4	35.1	2.3	78.4
Other Services (Except Public Administration)	9.6	37.7	2.6	84.1
Operating, Office, Cafeteria and Laboratory Supplies	0.0	20.0	0.0	44.7
Travel, Entertainment, Advertising and Promotion	0.0	21.0	0.0	46.9

<sup>42</sup> The data in Table 3B.2 was calculated using business registry data by region for each First Nation. By including estimated employment and estimated expenditures per employee, it is possible to derive annual total gross business expenditures, excluding capital. These can further be broken down by expenditures by type using the S-Level provincial IO "Use tables" assuming a relatively consistent level of expenditures by category per employee between the region and the province. Source: Statistics Canada Table 36-10-0438-01 Supply and use tables, summary level, provincial and territorial (x 1,000,000).



Business Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Transportation Margins	0.0	22.0	0.0	49.1
Non-Profit Institutions Serving Households	1.7	26.1	0.5	58.4
Government Sector	10.9	43.2	3.0	96.5
<b>Total</b>	<b>354.6</b>	<b>929.6</b>	<b>96.0</b>	<b>2075.5</b>

**TABLE 3B.3: Household Spending by Industry<sup>43</sup>**

Household Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Crop and Animal Production	2.6	1.3	0.8	3.0
Forestry and Logging	0.1	0.0	0.0	0.1
Fishing, Hunting and Trapping	0.2	0.1	0.1	0.2
Support Activities for Agriculture and forestry	0.0	0.0	0.0	0.0
Mining and Oil and Gas Extraction	1.1	0.5	0.3	1.3
Utilities	7.8	3.8	2.3	8.9
Construction	0.3	0.2	0.1	0.4
Manufacturing	66.1	32.3	20.0	75.8
Wholesale Trade	14.0	6.8	4.2	16.0
Retail Trade	37.0	18.1	11.2	42.4
Transportation and Warehousing	10.5	5.1	3.2	12.1
Information and Cultural Industries	11.7	5.7	3.5	13.4
Finance, Insurance, Real Estate and Rental and Leasing	92.1	45.0	27.8	105.6
Professional, Scientific and Technical Services	1.6	0.8	0.5	1.9
Administrative and Support, Waste Management and Remediation Services	1.0	0.5	0.3	1.1
Educational Services	0.9	0.5	0.3	1.1

43 Source: Statistics Canada Table 36-10-0438-01 Supply and use tables, summary level, provincial and territorial (x 1,000,000).

Household Spending By Industry	On Reserve North (\$M)	On Reserve South (\$M)	Off Reserve North (\$M)	Off Reserve South (\$M)
Health Care and Social Assistance	8.4	4.1	2.5	9.6
Arts, Entertainment and Recreation	7.2	3.5	2.2	8.3
Accommodation and Food Services	20.8	10.2	6.3	23.9
Other Services (Except Public Administration)	7.4	3.6	2.2	8.4
Operating, Office, Cafeteria and Laboratory Supplies	0.0	0.0	0.0	0.0
Travel, Entertainment, Advertising and Promotion	0.0	0.0	0.0	0.0
Transportation Margins	0.0	0.0	0.0	0.0
Non-Profit Institutions Serving Households	4.2	2.0	1.3	4.8
Government Sector	9.7	4.8	2.9	11.1
<b>Total</b>	<b>304.8</b>	<b>148.9</b>	<b>92.1</b>	<b>349.4</b>

## Appendix 3C: Impacts of Spending by Sector

Tables 3C.1 through 3C.4 portray total impacts (direct, indirect, and induced) of First Nations and Tribal Council spending, spending on infrastructure investment, and spending by households and businesses on the provincial economy at the 25-industry level of detail. The bulk of total and direct activity occurs within the government and construction sectors for Band and Tribal Council spending and infrastructure investment. Indirect impacts are concentrated in industries supplying inputs to directly impacted industries. Induced impacts, which represent the additional impacts caused by employees spending their earned wages, are concentrated heavily within the retail trade and service industries. Induced impacts are third-round impacts from the spending of incremental labour income in the economy after removing a portion for taxes and savings.

**TABLE 3C.1: Impacts by Industry – Province – First Nations and Tribal Council Spending**

	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	0.7	11	0.1
Forestry and Logging	0.0	0	0.0
Fishing, Hunting, and Trapping	0.0	0	0.0
Support Activities for Agriculture and Forestry	0.0	0	0.0
Mining and Oil and Gas Extraction	1.4	3	0.3
Utilities	7.4	29	2.2
Construction	0.9	11	0.6
Manufacturing	0.7	6	0.4
Wholesale Trade	2.9	20	1.5
Retail Trade	0.0	0	0.0
Transportation and Warehousing	6.7	70	3.8
Information and Cultural Industries	3.1	21	1.1
Finance, Insurance, Real Estate, and Rental and Leasing	27.0	86	5.8
Professional, Scientific, and Technical Services	3.8	57	2.1
Administrative and Support, Waste Management and Remediation Services	6.9	151	4.3

	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Educational Services	0.0	0	0.0
Health Care and Social Assistance	13.3	158	5.9
Arts, Entertainment, and Recreation	0.0	0	0.0
Accommodation and Food Services	0.0	0	0.0
Other Services (Except Public Administration)	0.0	0	0.0
Operating, Office, Cafeteria, and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising, and Promotion	0.0	0	0.0
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	1.9	29	1.8
Government Sector	853.4	19,085	610.7
<b>Total</b>	<b>930.3</b>	<b>19,738</b>	<b>640.8</b>

**TABLE 3C.2: Impacts by Industry – Province – Infrastructure Spending (2016)<sup>44</sup>**

	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	0.3	4	0.1
Forestry and Logging	0.0	0	0.0
Fishing, Hunting, and Trapping	0.0	0	0.0
Support Activities for Agriculture and Forestry	0.0	0	0.0
Mining and Oil and Gas Extraction	2.1	5	0.4
Utilities	0.5	2	0.2
Construction	118.9	1,363	78.1
Manufacturing	0.3	3	0.2
Wholesale Trade	1.1	8	0.6

<sup>44</sup> In Table 3C.2, economic model outputs determine the infrastructure spending breakdown by industry category.

	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Retail Trade	0.0	0	0.0
Transportation and Warehousing	1.3	14	0.8
Information and Cultural Industries	0.4	3	0.1
Finance, Insurance, Real Estate, and Rental and Leasing	4.0	13	0.9
Professional, Scientific, and Technical Ser- vices	4.8	73	2.7
Administrative and Support, Waste Manage- ment and Remediation Services	0.6	14	0.4
Educational Services	0.0	0	0.0
Health Care and Social Assistance	0.4	5	0.2
Arts, Entertainment, and Recreation	0.0	0	0.0
Accommodation and Food Services	0.0	0	0.0
Other Services (Except Public Administration)	0.0	0	0.0
Operating, Office, Cafeteria, and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising, and Promotion	0.0	0	0.0
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	0.2	3	0.2
Government Sector	1.7	24	1.4
<b>Total</b>	<b>136.8</b>	<b>1,533</b>	<b>86.1</b>

**TABLE 3C.3: Impacts by Industry – Province – Business Spending<sup>45</sup>**

	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	18.3	282	3.7
Forestry and Logging	0.0	0	0.0
Fishing, Hunting, and Trapping	0.0	0	0.0
Support Activities for Agriculture and Forestry	3.8	29	2.4
Mining and Oil and Gas Extraction	15.8	37	3.0
Utilities	23.3	92	6.9
Construction	21.6	247	14.2
Manufacturing	71.9	626	43.0
Wholesale Trade	37.6	260	19.5
Retail Trade	46.5	1,007	29.0
Transportation and Warehousing	30.8	321	17.8
Information and Cultural Industries	31.3	208	10.9
Finance, Insurance, Real Estate, and Rental and Leasing	133.0	424	28.3
Professional, Scientific, and Technical Services	44.2	669	24.6
Administrative and Support, Waste Management and Remediation Services	40.9	890	25.5
Educational Services	16.7	709	10.4
Health Care and Social Assistance	55.4	657	24.5
Arts, Entertainment, and Recreation	16.0	536	11.3
Accommodation and Food Services	19.7	777	15.9
Other Services (Except Public Administration)	25.2	386	17.2
Operating, Office, Cafeteria, and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising, and Promotion	0.0	0	0.0

45 In Table 3C.3, economic model outputs determine the business spending breakdown by industry category. The inputs come from Table 3B.2.

	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	16.3	243	15.2
Government Sector	33.3	458	26.7
<b>Total</b>	<b>701.6</b>	<b>8,856</b>	<b>350.1</b>

**TABLE 3C.4: Impacts by Industry – Province – Household Spending<sup>46</sup>**

Impacts By Industry – Province – Household Spending	GDP at Basic Prices Impact (\$M)	Employment Impact (Positions)	Labour Income Impact (\$M)
Crop and Animal Production	0.7	11	0.1
Forestry and Logging	0.0	0	0.0
Fishing, Hunting, and Trapping	0.0	0	0.0
Support Activities for Agriculture and Forestry	0.0	0	0.0
Mining and Oil and Gas Extraction	0.7	2	0.1
Utilities	3.6	14	1.1
Construction	0.9	11	0.6
Manufacturing	0.6	5	0.4
Wholesale Trade	2.7	19	1.4
Retail Trade	0.0	0	0.0
Transportation and Warehousing	4.4	46	2.6
Information and Cultural Industries	3.0	20	1.1
Finance, Insurance, Real Estate, and Rental and Leasing	27.8	88	5.9
Professional, Scientific, and Technical Services	1.7	26	1.0
Administrative and Support, Waste Management and Remediation Services	0.8	18	0.5
Educational Services	0.0	0	0.0

46 In Table 3C.4, economic model outputs determine the household spending breakdown by industry category. The model inputs come from Table 3.12.



<b>Impacts By Industry - Province - Household Spending</b>	<b>GDP at Basic Prices Impact (\$M)</b>	<b>Employment Impact (Positions)</b>	<b>Labour Income Impact (\$M)</b>
Health Care and Social Assistance	3.5	41	1.5
Arts, Entertainment, and Recreation	0.0	0	0.0
Accommodation and Food Services	0.0	0	0.0
Other Services (Except Public Administration)	0.0	0	0.0
Operating, Office, Cafeteria, and Laboratory Supplies	0.0	0	0.0
Travel, Entertainment, Advertising, and Promotion	0.0	0	0.0
Transportation Margins	0.0	0	0.0
Non-Profit Institutions Serving Households	1.8	26	1.7
Government Sector	8.4	116	6.8
<b>Total</b>	<b>60.7</b>	<b>444</b>	<b>24.7</b>

# Chapter 4:

## Urban Reserves as an Own-Source Revenue for First Nations in Manitoba

Indigenous Contributions to the  
Manitoba Economy



» *Urban reserves provide opportunities to expand and diversify revenue sources for First Nations.*

## Introduction

This research report documents Indigenous economic contributions to the broader Manitoba economy. As an important piece of the Indigenous economy in Canada, urban reserves provide opportunities to expand and diversify revenue sources for First Nations. This chapter focuses on the process of creating urban reserves, profiles seven of the eight urban reserves in Manitoba that existed prior to May 2018,<sup>35</sup> and compares them with other established urban reserves across Canada. It aims to compile basic information to make it more accessible for First Nations, municipal leaders, the general public, and other interested stakeholders. Urban reserves are continuously being created under the ATR (Addition To Reserve) process, and this research project does not consider the most recently converted lands (after May 2018).

Southern Chiefs' Organization Inc. (SCO) and Manitoba Keewatinowi Okimakanak Inc. (MKO) have partnered with the Rural Development Institute (RDI) at Brandon University for this project. The research team would like to acknowledge the important contributions of the First Nations' representatives who provided crucial information on their business corporations and urban reserves. These individuals are Mr. Tim Daniels from Long Plain First Nation, Mr. Bob Green from Swan Lake First Nation, Chief Ken Chalmers from Birdtail Sioux First Nation, Mr. Randy Councillor from Peguis First Nation, Mr. David Koblishki from Nisichawayasihk Cree Nation (NCN), Onekanew Christian Sinclair from Opaskwayak Cree Nation (OCN), and Chief Nelson Genaille and Councillors Mary Lou Leask and Augustus Chartrand from Sapatoweyak Cree Nation (SCN). We also wish to acknowledge the special efforts and time invested by Gabriela Jimenez of SCO and Clyde Flett of MKO in researching and drafting this chapter.

In Canada, treaties are agreements negotiated between First Nations and the British Crown that state the rights, responsibilities, and relationships of First Nations and the federal and provincial governments.<sup>36</sup>

In accordance with the legal principles established by the Royal Proclamation of 1763,<sup>37</sup> the Numbered Treaties were signed to open the territory for immigration in exchange for treaty promises, such as the provision of a specified quantum of land to be set apart and reserved for the respective First Nations.<sup>38</sup>

35 The chapter also provides data on Birdtail Sioux's rural addition to reserve and Peguis' urban reserves which have not yet been converted, as of May 2018.

36 Treaty Relations Commission of Manitoba. (2018).

37 Royal Proclamation. (1763, October 7).

38 Association of Manitoba Municipalities. (2017, April). p.15.

Out of the 63 First Nations in Manitoba, 58 of them entered into treaties with the Crown between 1871 and 1910. However, some First Nations did not receive all of the land that was agreed to, and they continued requesting the provision of the total area of land specified in the Numbered Treaties. To recognize the obligation, Canada signed Treaty Land Entitlement (TLE) Settlement Agreements with 29 First Nations in Manitoba from 1994 to 2008.<sup>39</sup>

Recently, the Crown established a process to progressively transfer land to the First Nations; it is called the Addition to Reserve (ATR) process.<sup>40</sup> There are three reasons to use ATR: (1) to transfer land that is outstanding under legal obligations such as TLE agreements; (2) for community additions for a variety of purposes, including cultural or social reasons; (3) to acquire land as compensation under a Specific Claims Tribunal decision.<sup>41</sup> If the land to be transferred is within or adjacent to an urban municipality, then it is called an urban reserve. Therefore, urban reserves are usually<sup>42</sup> additional lands that have been transferred to a specific First Nation following a governmental process and fulfilling certain required conditions, such as the signing of a Municipal Development and Services Agreement (MDSA), also known as a Municipal Service Agreement (MSA). As with any other piece of land, the manager (in this case the First Nation) can use it for economic, political, cultural, or social purposes. Due to their locations within or adjacent to urban municipalities, most urban reserves are used for economic development by establishing businesses to generate own-source revenues<sup>43</sup> for the First Nation.

While other authors, including the National Aboriginal Economic Development Board<sup>44</sup> and the Institute of Urban Studies,<sup>45</sup> have examined urban reserves in Canada, information remains limited about the existing urban reserves in Manitoba. What is available seems piecemeal and incomplete. To overcome this challenge, SCO has been bringing First Nations, municipal, provincial, and federal governments together to reduce information gaps, facilitate discussions, and promote urban reserves and other business opportunities. As part of these efforts, SCO hosted the Anishinaabe and Dakota Nations Business

*The Crown established a process to progressively transfer land to the First Nations; it is called the Addition to Reserve (ATR) process.* <<

.....

*Due to their locations within or adjacent to urban municipalities, most urban reserves are used for economic development by establishing businesses to generate own-source revenues.* <<

39 Association of Manitoba Municipalities. (2017, April). p.15.

40 The federal Additions to Reserve Policy was created in 1972 and updated in 2001 and 2016. See Indigenous and Northern Affairs Canada. (2016, July 27). Additions to Reserve.

41 Indigenous and Northern Affairs Canada. (2016, July 27). Additions to Reserve/Reserve Creation Policy.

42 The one exception in Manitoba is Opaskwayak Cree Nation adjacent to The Pas. See "ATR and MDSA (or MSA) processes" below.

43 Own-source revenues are non-government source of income for Indigenous communities.

44 National Aboriginal Economic Development Board (NAEDB) (2014, 2015, 2017) reports on Additions to Reserve.

45 Institute of Urban Studies (IUS) (2012).

» *These profiles signal the first time this information has been gathered and made accessible.*

and Partnerships Forum in May 2018. During a brief introductory presentation on this project,<sup>46</sup> some of the attendees showed interest in the urban reserves in Manitoba. As well, First Nations leaders clarified their collective desire for continued use of the term “urban reserve” over other less-clear terms like “economic development zone.” Firstly, “urban reserve” is the legal term used for the addition to the First Nation, expressing that the land is identified as an extension of the existing reserve. Also, due to the length of the ATR process, the term “urban reserve” is valued for representing the important relationship between leaders, staff, and the broader communities involved.

This chapter focuses on urban reserves in Manitoba. It provides a short background on the ATR process, examines case studies elsewhere in Canada, and describes and compares existing urban reserves in Manitoba. The chapter concludes by discussing growth trajectories of urban reserves in Manitoba, as described by representatives of respective First Nations. A wealth of information about today’s urban reserves is presented in the profiles, appended to this chapter. These profiles signal the first time this information has been gathered and made accessible.

## Research Methods

This research examines urban reserves in Manitoba to understand how they are structured and how they serve as engines for economic, social, and environmental development and growth. Primary data was collected through discussions with those with first-hand knowledge and secondary data was gathered by accessing online and printed resources. The project focuses on seven urban reserves in the province (as of May 2018) and recognizes the ongoing nature of the ATR process.<sup>47</sup>

First, we accessed available secondary data to identify the existing urban reserves and those in the ATR process. As well, we searched for case studies on various urban reserves in Canada, finding highlights on their economic contributions to First Nations economic development. Secondly, within the context of OCAP®<sup>48</sup> principles, and after receiving a Brandon University ethics certificate,<sup>49</sup> representatives from SCO and MKO met and discussed with leaders and representatives of First Nations with urban reserves in Manitoba. These discussions were audio recorded, transcribed, and analysed by the SCO and MKO researchers.

<sup>46</sup> Ashton, Flett, and Jimenez (2018).

<sup>47</sup> Future research will add more urban reserves.

<sup>48</sup> First Nations Information and Governance Centre. (2018).

<sup>49</sup> Ethics certificate by Brandon University Research Ethics Committee, 22254, March 1, 2018.

The original recordings and transcriptions are safely stored at their respective organizations. The discussions and data form the basis of the profiles of each urban reserve. The draft version of profiles was validated by the interviewees. Finally, the profiles and the literature review were organized and analysed in this chapter.

*An urban reserve (UR) is reserve land within or adjacent to an urban municipality.* <<

## ATR and MDSA (or MSA) Processes

A reserve is a parcel of Crown land that has been set apart for the use and benefit of a particular First Nation, and an Addition to Reserve (ATR) is a parcel of land that adds to the existing reserve or creates a new reserve.<sup>50</sup> An urban reserve (UR) is reserve land within or adjacent to an urban municipality. In many cases, the urban reserve was created through the ATR process. In other cases, the reserve existed first and a nearby community grew up alongside it or surrounded it via urban sprawl. Opaskwayak Cree Nation, which is adjacent to The Pas, is a Manitoba example of this latter type of urban reserve. In 2008, there were approximately 120 urban reserves across Canada,<sup>51</sup> and close to 50% of them were in Saskatchewan.

*The ATR process is long.* <<

Urban reserves are initiated by a First Nation, usually with the acquisition of property in a municipality. Their initial investment signals a critical point in pursuing economic development, coupled with social and cultural development. The ATR process is long, and by many accounts too time-consuming—partly because property must be transferred from fee-simple ownership within a real estate market to a legally described part of the First Nation reserve. This process has challenges and benefits, none more important than the resulting trusted relationship between the First Nation and the municipality.

Indigenous Services Canada's new Additions to Reserve/Reserve Creation Policy Directive 2016 details the process and its requirements, including the Municipal Service Agreement (MSA) required for urban reserves. The MSA is the agreement (either formal or informal) between the First Nation and the municipality that sets out the terms for one party to purchase specified local services from the other.<sup>52</sup> According to Mr. Bob Green, specialist in TLE and member of Swan Lake First Nation (see Appendix B), the MSA may represent a barrier in the reserve

<sup>50</sup> Indigenous and Northern Affairs Canada (INAC). (2016, July 27). Additions to Reserve.

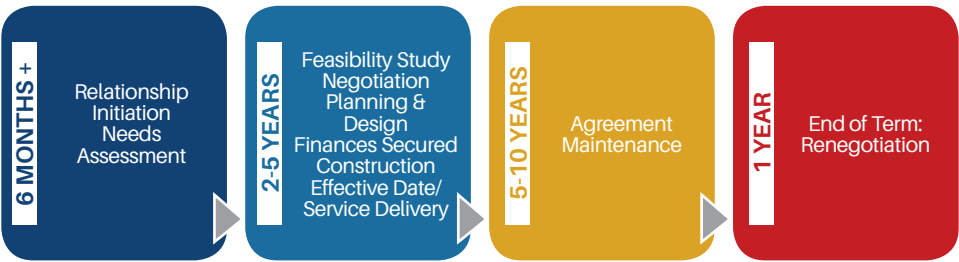
<sup>51</sup> Indigenous Corporate Training, Inc. (2018).

<sup>52</sup> Federation of Canadian Municipalities. (2011). p. 4.



»» *An estimated timeline for the MSA process, which could take more than 15 years.*

**FIGURE 4.1:** Process and timeline for creating a Service Agreement\*



\* Adapted from: Community Infrastructure Partnership Program (CIPP), January 2011

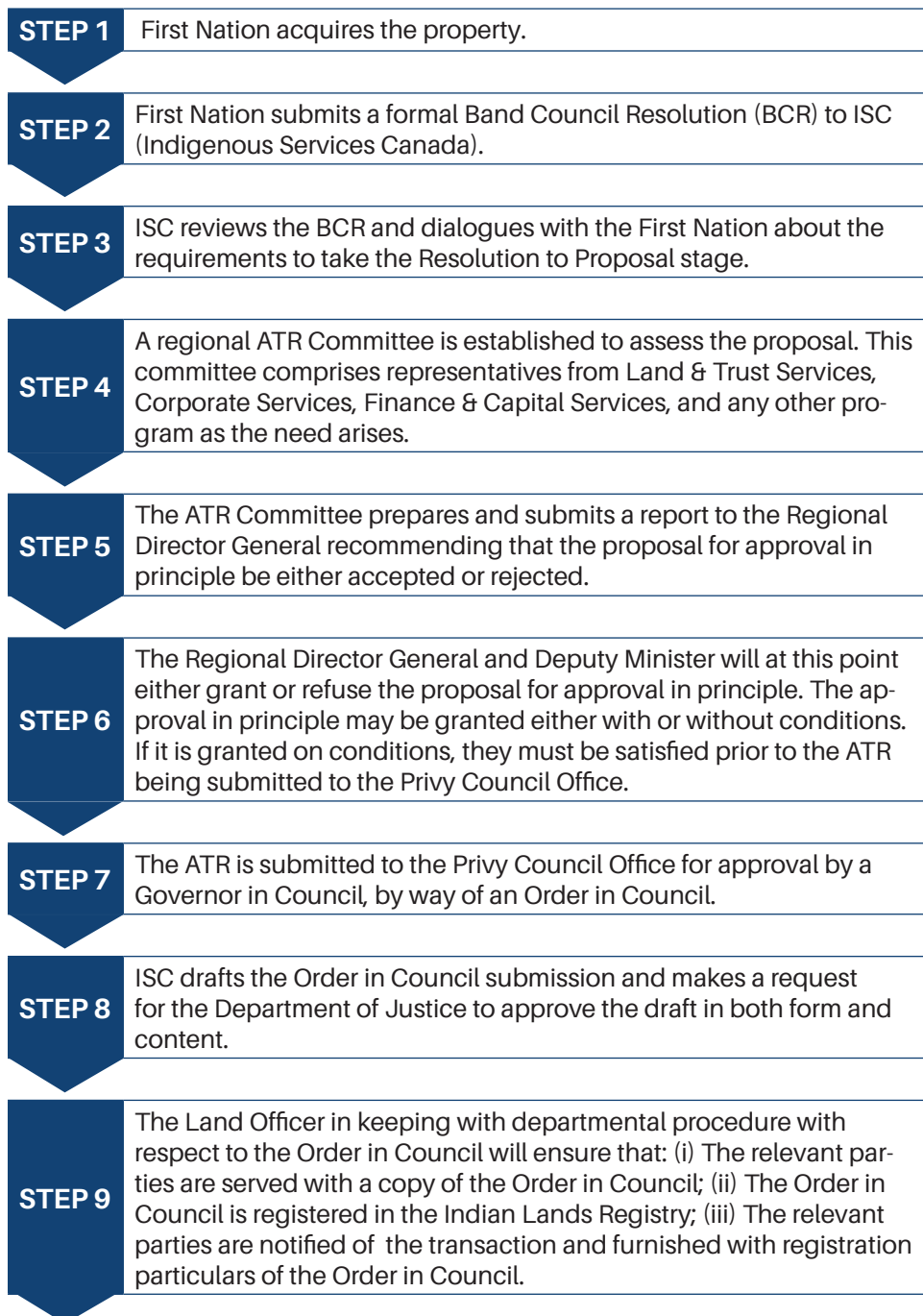
conversion process. The municipality reviews, approves, and signs off on the MSA, but because they are not obligated to reach an agreement, the review and approval process may take considerable time to complete. Figure 4.1 shows an estimated timeline for the MSA process, which could take more than 15 years, according to a study published by the Community Infrastructure Partnership Program (CIPP), January 2011.

Assuming that the First Nation has already acquired the parcel of land, the MSA process starts when the municipality and the interested First Nation begin conversations. The dialogue with municipal leaders and the needs assessment may take about 6 months. In the following two to five years, many other steps are completed, ranging from feasibility study to setting out the costs and effective dates for municipal service delivery. After the MSA is signed and maintained over multiple years, the First Nation and municipality may renegotiate the MSA, leading to a renewed agreement.

There are many MSAs in Canada, and some are publicly available. For example, Gambler First Nation and the City of Brandon committed to create an urban reserve by agreeing to the benefits and costs for each party.<sup>53</sup> Figure 4.2 lists the main steps of the ATR process with Indigenous Services Canada.

53 City of Brandon. (2018).



**FIGURE 4.2: Overall steps for ATR process**

Source: Land Management Manual, Chapter 10: Additions to Reserve/Reserve Creation - 2016

» *Wherever there is an effective, efficient urban reserve, there is a First Nation that controls its own affairs, separates business from politics, implements strong business partnerships, has appropriate long-lived business institutions, and grounds these business institutions and their attendant activities in Indigenous culture.*

.....

» *Urban reserves are more than a win-win situation: they are purposefully creating benefits for both First Nations and municipalities.*

## Supplementary Resources for ATR Process

For the MSA to succeed, it must be grounded in a trusted relationship between the parties. Experiences across Canada show that there is more than one approach to support the ATR and MSA processes and make them easier to navigate. For example, the Federation of Canadian Municipalities offers online information on its website.<sup>54</sup> It also offers direct assistance under the First Nations–Municipal Collaboration Programs, such as the Community Infrastructure Partnership Project.<sup>55</sup> As well, many documents have been published by recognized institutions, like the National Indigenous Economic Development Board<sup>56</sup> and Fiscal Realities Economists Ltd.<sup>57</sup> These and many other organizations provide assistance and support to First Nations and municipalities to facilitate a successful MSA negotiation process. These resources foster reciprocal relationships which help to reduce costs, enhance economic and social development, and enhance capacity.

## Urban Reserves in Canada: Benefits & Challenges

Urban reserves have emerged as a key feature of economic success among First Nations across Canada. Wherever there is an effective, efficient urban reserve, there is a First Nation that controls its own affairs, separates business from politics, implements strong business partnerships, has appropriate long-lived business institutions, and grounds these business institutions and their attendant activities in Indigenous culture.<sup>58</sup>

In 2016, a research study on urban reserves and the ATR process used three case studies of urban reserves in Canada: Westbank First Nation Urban Reserve in Kelowna, British Columbia; Muskeg Lake Cree Nation Urban Reserve in Saskatoon, Saskatchewan; and Long Plain First Nation Urban Reserve in Winnipeg, Manitoba. After reviewing literature and interviewing key informants, the author concluded that urban reserves are more than a win-win situation: they are purposefully creating benefits for both First Nations and municipalities. Urban reserves further First Nations' development objectives on economic, social, cultural,

<sup>54</sup> See [www.fcm.ca](http://www.fcm.ca)

<sup>55</sup> See Community Infrastructure Partnership Program at <https://fcm.ca/home/programs/first-nations-municipal-collaboration-programs/community-infrastructure-partnership-project.htm>

<sup>56</sup> View their publications at <http://www.naedb-cndea.com/en/publications/>

<sup>57</sup> View their publications at <http://www.fiscalrealities.com/publications-and-reports.html>

<sup>58</sup> Institute of Urban Studies. (2012).

and political levels, both on and off reserves. They also benefit the local governments, which earn revenue from the service agreements, improve socio-economic dynamics around the urban reserves, and strengthen their relationships with First Nations' governments.<sup>59</sup>

Other highlights of well-established urban reserves in Canada: (1) all of them have independent corporations structured to oversee and manage the business; (2) their businesses are diverse and vary from VLTs and gas bars, to other innovative ideas; (3) community members are encouraged to be entrepreneurs and start their own businesses; (4) cultural and traditional activities are promoted by/on the urban reserves.

These findings highlight how urban reserves in Manitoba are poised for economic success. They may serve as useful examples for First Nations and municipalities of how to incorporate and maintain strong institutions of self-governance, approach urban reserves in a culturally appropriate way, and create a strategic orientation to attain economic, social, and cultural development.

Urban reserves bring multiple benefits to First Nations and local governments, but their formation continues to be a challenging process, especially for smaller communities with high potential but limited financial capacity. The benefits and challenges of urban reserves are listed below in order to provide a bigger picture and encourage involved stakeholders to engage in their formation.

## Benefits

Urban reserves have been established all over Canada bringing multiple benefits to all parties involved. These benefits include revenue generation for First Nations and municipalities, revenues from spending on and off reserve, jurisdiction over new reserve lands, increased job and development opportunities, positive relationships between First Nations and other levels of governments, improved quality of life, and increased economic self-sufficiency.<sup>60</sup>

Municipalities and local governments mostly benefit from urban reserves, as the MSA ensures that the service provider gets reimbursed for utility and service costs. As well, individuals working in urban reserves may reside and/or spend in the surrounding communities, contributing to the municipalities' economies.

For First Nations, urban reserves are opportunities to have continual own-source revenue streams, which are reinvested in the First Nations'

*Their formation continues to be a challenging process, especially for smaller communities with high potential but limited financial capacity.* <<

.....

*Urban reserves have been established all over Canada bringing multiple benefits to all parties involved.* <<

<sup>59</sup> Poholka. (2016).

<sup>60</sup> Poholka. (2016).

» *The profits are returned to or reinvested directly in the First Nation.*

members. The businesses on the urban reserve may generate millions of dollars, and the profits are returned to or reinvested directly in the First Nation. These revenues contribute to reserve services such as schooling, housing, youth development, Elder support and protection, sports competitions, music lessons, capacity building conferences, etc. In addition, some of these profits are reinvested into businesses on reserve or on the urban reserves, where the priority is to have Indigenous employees or to lease out to Indigenous businesses. People in the First Nations communities would always like to see their own community members working in those spaces, especially when they have high populations living in the big urban centres like Winnipeg, Brandon, and Thompson, where the urban reserves are located.

## Challenges

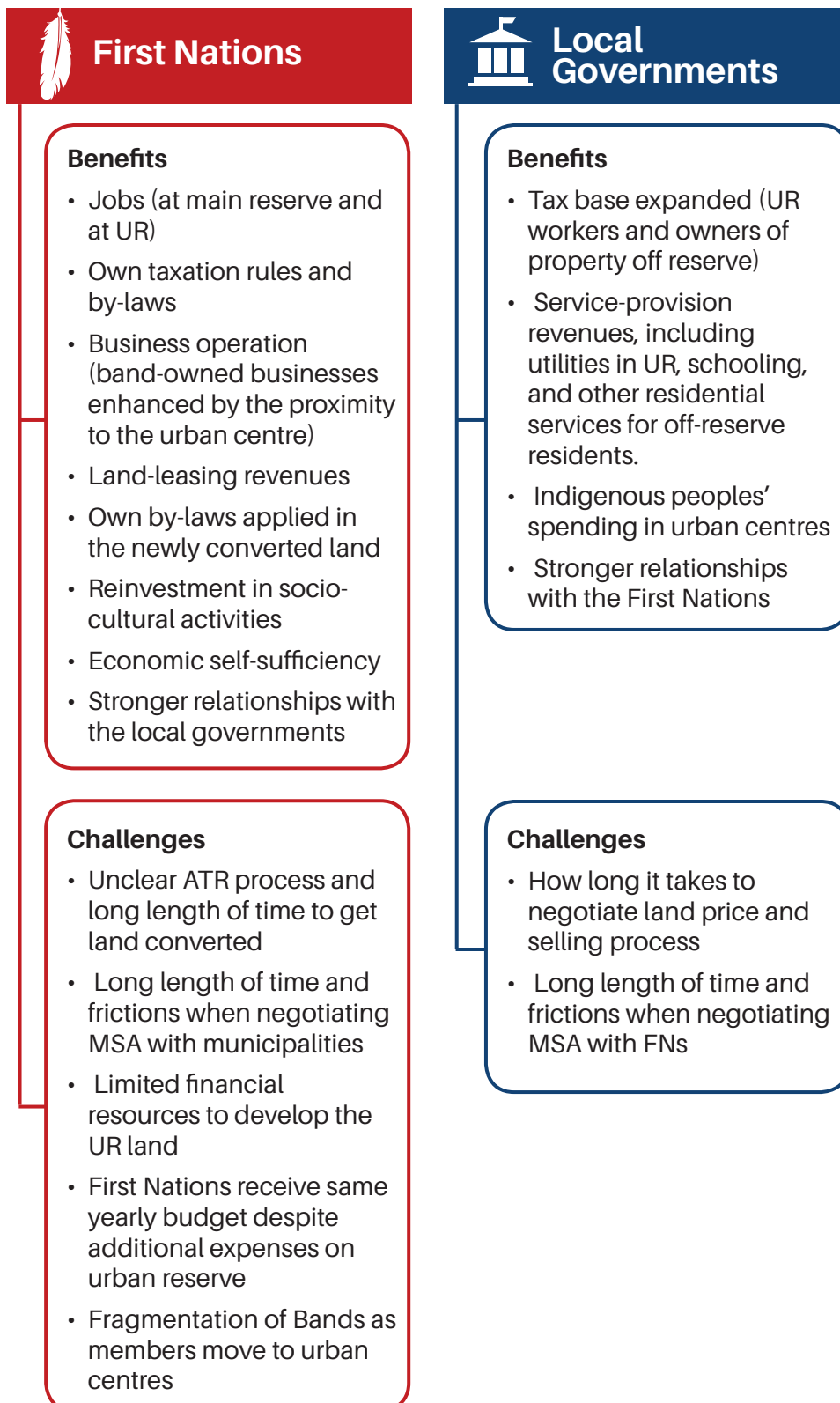
Although the ATR process could be streamlined by converting land through the TLE settlement process, the Crown is not considering it. In the creation of urban reserves, there are still many challenges, most importantly the MSA and the financial barriers.

The financial status of First Nations does not preclude them from engaging in the TLE or ATR process; however, establishing an urban reserve requires many resources from First Nations. Thus, financial stability is crucial as First Nations may incur high levels of debt when developing the acquired land. Another financial challenge is that First Nations do not receive any additional funds for the newly converted lands; thus, the development of the area, including providing education and other services, must come from the existing First Nations' budgets and the MSAs.

For example, Long Plain First Nation (see Appendix A) has an urban reserve with residential buildings in Portage la Prairie. The families living on the urban reserve send their children to the Portage la Prairie School Division; however, there is a disparity between the per-student funding Indigenous Services Canada (ISC) provides to First Nations for students living on-reserve and the funding provided by the province for students in the provincial system. ISC gives about \$4,500 per student to on-reserve schools, whereas the province gives about \$7,500 per student to schools in the cities of Winnipeg and Portage. The difference of \$3,000 per child is being paid by the Long Plain First Nation's corporation. This funding difference continues to be discussed with ISC, since they are responsible for education.

Figure 4.3 summarizes the benefits and challenges of urban reserves for First Nations and local governments.

**FIGURE 4.3:** Summary of urban reserve benefits and challenges



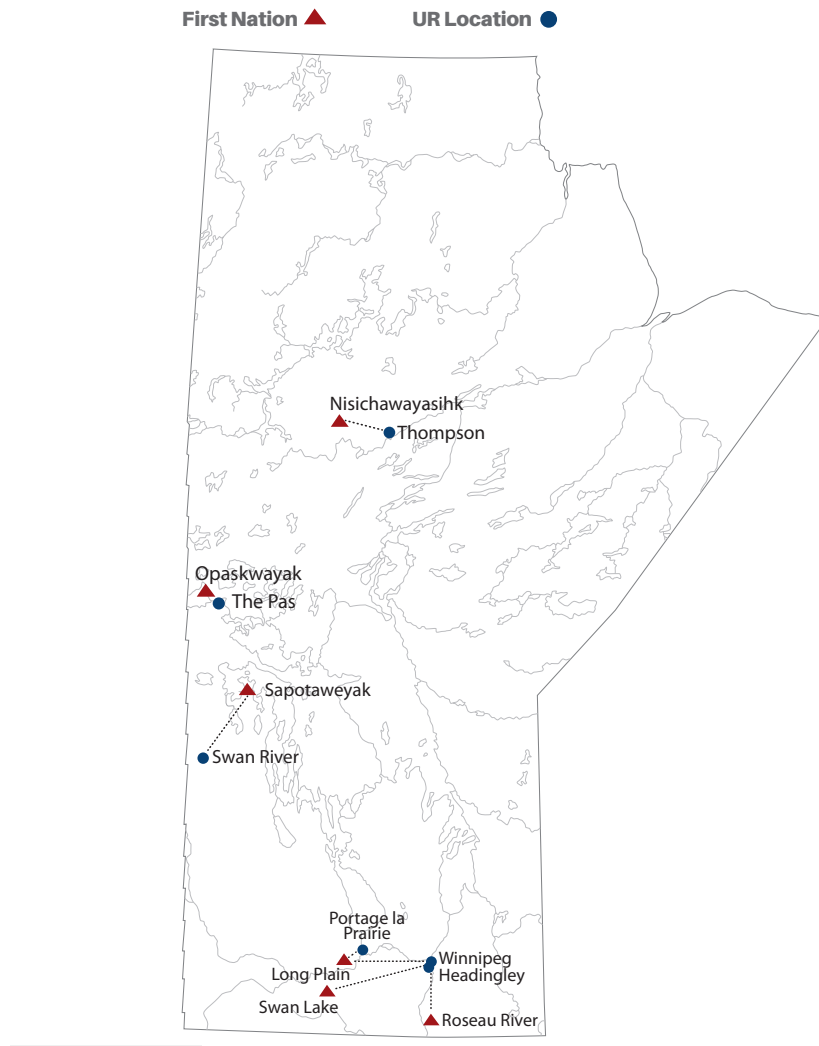
» *Urban Reserve: Land in or adjacent to an urban municipality that has been set apart by the federal Crown for the use and benefit of a First Nation.*

## Urban Reserves in Manitoba

First Nations are actively establishing urban reserves in Manitoba. By May 2018, there were eight existing urban reserves in Manitoba<sup>61</sup> and 17 proposed via the ATR process.

Figure 4.5 lists the First Nations that have urban reserves in Manitoba and the municipalities where they are located. From this list, the First Nations with existing urban reserves were approached to participate in this project. Researchers from SCO and MKO interviewed representatives from these First Nations. With the information gathered, the researchers developed the profiles of Manitoba's urban reserves. See Appendices A to E.

**FIGURE 4.4: Map of urban reserves**



<sup>61</sup> INAC. (2014). For this report, only reserves inside or adjacent to urban municipalities were considered urban reserves.

**FIGURE 4.5: Urban reserves in Manitoba by May 2018**

Urban Reserves as of May 2018	Proposed to ATR by January 2018
<ul style="list-style-type: none"> <li>• Long Plain First Nation (2 locations) <ul style="list-style-type: none"> <li>• City of Winnipeg</li> <li>• City of Portage La Prairie</li> </ul> </li> <li>• Nisichawayasihk Cree Nation <ul style="list-style-type: none"> <li>• City of Thompson</li> </ul> </li> <li>• Roseau River Anishinabe First Nation <ul style="list-style-type: none"> <li>• City of Winnipeg</li> </ul> </li> <li>• Sapatawayak Cree Nation (2 locations) <ul style="list-style-type: none"> <li>• Town of Swan River</li> </ul> </li> <li>• Swan Lake First Nations <ul style="list-style-type: none"> <li>• R.M. of Headingley</li> </ul> </li> <li>• Opaskwayak Cree Nation <ul style="list-style-type: none"> <li>• Town of The Pas</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Brokenhead Ojibway Nation <ul style="list-style-type: none"> <li>• City of Winnipeg</li> <li>• R.M. East St. Paul</li> </ul> </li> <li>• Gambler First Nation <ul style="list-style-type: none"> <li>• City of Brandon</li> </ul> </li> <li>• Long Plain First Nation <ul style="list-style-type: none"> <li>• City of Winnipeg</li> <li>• City of Portage la Prairie</li> </ul> </li> <li>• Opaskwayak Cree Nation <ul style="list-style-type: none"> <li>• City of Thompson</li> <li>• Big Eddy, outside The Pas</li> </ul> </li> <li>• Peguis First Nation* <ul style="list-style-type: none"> <li>• 3 in City of Winnipeg</li> <li>• 1 in Selkirk</li> </ul> </li> <li>• Rolling River First Nation <ul style="list-style-type: none"> <li>• R.M. Headingley</li> <li>• R.M. Elton</li> </ul> </li> <li>• Swan Lake First Nation <ul style="list-style-type: none"> <li>• R.M. Headingley</li> </ul> </li> <li>• Tootinaowaziibeeng First Nation <ul style="list-style-type: none"> <li>• R.M. of Dauphin</li> </ul> </li> <li>• Waywayseecappo First Nation <ul style="list-style-type: none"> <li>• R.M. Elton</li> </ul> </li> <li>• Wuskwi Siphikh First Nation <ul style="list-style-type: none"> <li>• Town of The Pas</li> </ul> </li> </ul>

\* Peguis First Nation and the City of Winnipeg signed an MDSA for the urban reserve at 1075 Portage Avenue in July 2018. Peguis has broken ground at the Portage site, as well as the Selkirk site. The land is still awaiting conversion.

The First Nations with urban reserves represented by the Southern Chiefs' Organization (SCO) are Long Plain, Swan Lake, and Roseau River. Birdtail Sioux's converted land in the rural community of Foxwarren and Peguis' urban reserves which have not yet been converted were also profiled (see Appendices F and G). No profile was completed for Roseau River.<sup>62</sup> The First Nations with urban reserves represented by

<sup>62</sup> Roseau River was approached late in the project and information on their urban reserve just north of Winnipeg, near Highway 6 and the perimeter highway, is still forthcoming.



Manitoba Keewatinowi Okimakanak (MKO) are Nisichawayasihk Cree Nation (NCN), Opaskwayak Cree Nation (OCN), and Sapotaweyak Cree Nation (SCN). After conversations with the First Nations' representatives, in-depth profiles of seven of the eight urban reserves were written, validated, and compiled (see Appendices A to E). The profiles revealed interesting key findings and facts about the uniqueness of each urban reserve in Manitoba. They have similarities and differences that debunked basic assumptions, such as the assumption that only a highly populated reserve could sustain economic development or that urban reserve businesses are limited to VLTs and gas bars.

The profiled urban reserves exhibit five interconnected factors of success: (1) strong relationship with the local governments and surrounding communities, (2) corporate structure and governance, (3) infrastructure, (4) land development, and (5) revenue management.

#### **FIGURE 4.6: Interconnected factors for urban reserve success**



Strong relationships with the surrounding communities and governments contribute to the formation of successful MSAs that provide appropriate infrastructure and services for the land development. Since both the corporate structure and the revenue management were recurring themes in the interviews with the First Nations' representatives, how these two factors contribute to urban reserves' success is explained in more detail.

## Economic Development Corporate Structure

In Manitoba, all urban reserves share a common economic development corporate structure. Out of the existing urban reserves, only SCN is still in the process of creating its corporation, and in the meantime, Chief and Council hold the board of directors' positions for urban development. Nonetheless, SCN's current structure is fairly similar to the majority of the other urban reserves' corporate structures. The Chief and Council of each reserve, except for Peguis, hold the board of directors' roles in their corporations and have a coordinator or CEO that runs the corporation and reports to the board.

Uniquely, Peguis separates its development corporation from the elected Chief and Council. The Peguis Development Corporation is under no obligation to comply with the council's wishes, and they have their own board and managers. The board of directors' positions of the other First Nations (Long Plain, Swan Lake, Birdtail, NCN, and OCN) are held by Chief and Council, but there are procedures in place to reduce conflict of interest and mismanagement. For example, Long Plain's Chief and Council are the board of directors of the Arrowhead Development Corporation.<sup>63</sup> They divide their time in half to ensure business matters and tribal government decisions are both handled. Another example is Swan Lake: the Chief and Council sit as board of directors when dealing with business matters, not as Chief and Council.<sup>64</sup> Birdtail Sioux has 100% equity over its corporation, and it is run by Chief and Council.<sup>65</sup>

First Nations have established strong standards to ensure appropriate management of profits. For instance, any money that is not used for reinvestment in the urban reserves is placed in a trust fund. If Council wants access to the money for a project, it should involve a lawyer and an auditor and have a First Nation's representative sign off on it. These corporate structures play a vital role in ensuring that the companies are reinvesting all revenue back to the First Nation. Chief and Council have intimate knowledge of the community and its needs; therefore, they can

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<sup>63</sup> See Appendix A.

<sup>64</sup> See Appendix B.

<sup>65</sup> See Appendix F.

» *The revenue generated from urban reserves is reinvested to improve the quality of life of First Nations' members and further the First Nations' economic development.*

best represent the community's interests and support an improved quality of life when they sit as board of directors of the economic development corporation.

## Revenue Management

The revenue generated from urban reserves is reinvested to improve the quality of life of First Nations' members and further the First Nations' economic development. Different reinvestment approaches are used to improve the components of quality of life including health, education, social and culture programming, housing, infrastructure, and employment opportunities (via capacity building and training).

For example, Long Plain First Nation has community members living off reserve; therefore, their Madison Indian Reserve, located between Madison and Kensington Streets in Winnipeg, employs urban Indigenous people, especially those that are registered to Long Plain First Nation. The Madison Indian Reserve has a gas bar with a convenience store that is open around the clock. Also, they are in the process of building an office building on the site. A construction company has already been hired, with the agreement that a percentage of the workers hired for the construction project will be Indigenous people, including Long Plain members.

Another example is Peguis First Nation.<sup>66</sup> Peguis employs about 372 people on various projects, such as Manitoba Hydro projects and pipeline projects with Enbridge. The Peguis Development Corporation (PDC) employs around 30 people. They have agreements and/or a priority to hire Indigenous people. This priority is important as it creates jobs for off-reserve members and urban Indigenous people.

For example, in the North, OCN is the largest employer in the surrounding area. Money generated from the businesses on the urban reserve and other reserves is reinvested in the community. OCN provides employment training, develops social programs, builds new infrastructure, updates existing infrastructure, and explores further economic and educational opportunities in the area and beyond. OCN believes education is paramount for the success of a nation.<sup>67</sup>

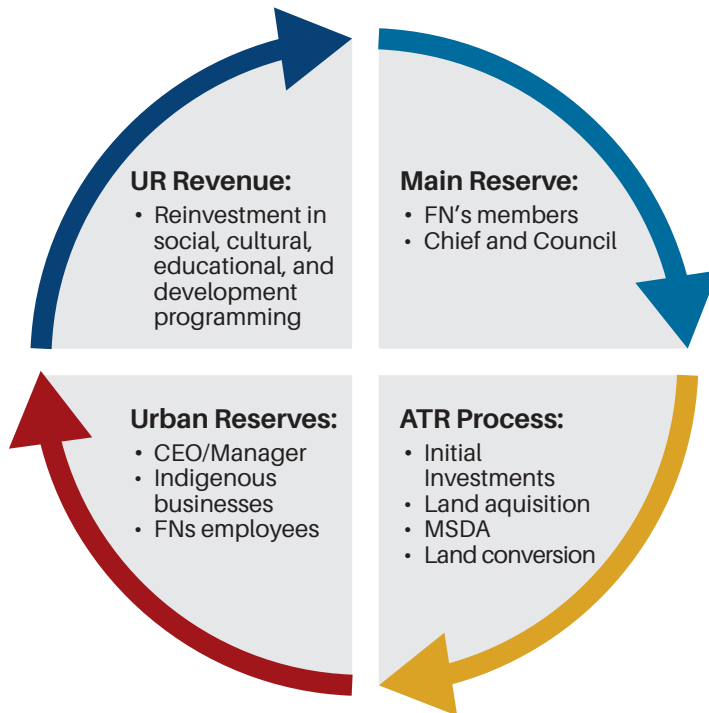
In general, the First Nations with urban reserves organize and implement social and cultural programming for their community members with the revenue generated from their businesses. Instead of applying for funding to operate culturally and socially appropriate programs, they are able to

<sup>66</sup> At the time of publication, Peguis had signed an MDSA with the City of Winnipeg but were still in the process of converting their urban reserves.

<sup>67</sup> See Appendix F.

set aside a percentage of funding for programs that will socially benefit the community. Figure 4.7 simplifies the structure.

**FIGURE 4.7: Revenue Management general structure**



*The economic development of urban reserves in Manitoba goes beyond the operation of VLTs.* <<

The economic development of urban reserves in Manitoba goes beyond the operation of VLTs, whether in the present or in future plans. Despite having differences in their historical backgrounds, land sizes, and populations, the First Nations with urban reserves seem to share similar elements of economic development, including a variety of businesses and services offered within the urban reserves and in surrounding communities.

Table 4.1 presents key indicators and facts about the urban reserves in Manitoba. The profiles of First Nations with urban reserves reveal significant differences in population size, but all have established own-source revenues nonetheless. It would be easy to assume that only those with a larger population or large land size may be able to sustain an urban reserve, but this is not the case. For instance, Swan Lake First Nation has a total population of 1,252, while OCN's total population is 6,149.<sup>68</sup> Swan Lake's on-reserve population is 725, and it is able to manage several businesses on its urban reserve, such as a gaming centre, office building, gas bar, and convenience store. With regard to

<sup>68</sup> These population numbers include those living on and off reserve.

» *Urban reserve lands provide opportunities for business growth, as most businesses are based on walk-in or drive-by customer traffic; thus, location is critical.*

reserve land size, SCN has the largest reserve with 103,386 acres, but the smallest urban reserve at 0.35 acres. Roseau River, on the other hand, has the smallest reserve with 6,368 acres, 74 acres of which is in an urban setting. This fact reaffirms that both big and small communities can establish urban reserves. Furthermore, Long Plain has a total of 8,612 acres, with 137.81 acres in urban settings, showing that First Nations may start with small businesses and reinvestment may allow them to expand. Urban reserve lands provide opportunities for business growth, as most businesses are based on walk-in or drive-by customer traffic; thus, location is critical.

**TABLE 4.1: Indicators of urban reserves in Manitoba**

	Long Plain	Swan Lake	Roseau River	NCN	OCN	SCN
Registered population	4,200	1,252	2,689	5,243	6,149	2,581
Population on-reserve	1,232	725	1,194	3,016	3,350	921
Reserve land size (acres)	8,612	16,161	6,368	58,586	38,629	103,386
Existing urban reserves	2	1	1	1	1	2
UR in ATR	-	2	-	-	2	-
Location of UR	Portage la Prairie & Winnipeg	Headingley	North of Winnipeg	Thompson	Adjacent to The Pas	Swan River
UR land size (acres)	137.81	25	74	4.21	Unavailable	0.35
Businesses on UR	8	3	2	2	8	1
Jobs on URs	130	38	Unavailable	90	Unavailable	9-30

Source: Appendices A to E, except Roseau River. Roseau River sources: INAC First Nation community profile & CBC News. (Nov. 27, 2007).

As one might expect, the older the urban reserve, the more businesses tend to be established on it. Such is the case with Long Plain First Nation, which has eight businesses on its urban reserve, while the others in the south have two to three businesses each. Opaskwayak Cree Nation, which has eight businesses, is an urban reserve that grew up alongside an urban municipality, across the Saskatchewan River from the Town of The Pas. It is important to highlight that office buildings in urban reserves, such as Swan Lakes', support a number of other

Indigenous and non-Indigenous businesses, as the spaces are leased out to the public. So, while Table 4.1 may reflect only numbers, it represents bigger economic impacts in terms of promoting economic diversity. For example, First Nations with urban reserves in Manitoba operate office buildings, convenience stores, gas bars, and hotels, and lease out to entrepreneurs, colleges, restaurants, pharmacies, etc. Truck stops, residential lots, and cultural and tourism initiatives are planned for the future.


Undoubtedly, urban reserves promote economic development within and around a community and contribute to First Nations becoming more self-sufficient. They support the Indigenous mindset of planning for future generations by providing revenues to support services and cultural development. The First Nations with urban reserves continue to reinvest in sustainable holistic development with a variety of businesses.

## Moving Forward

The urban reserves examined in Manitoba have strategic plans for their future economic developments. They are envisioning growth which will further contribute to their communities and the communities that surround the urban reserves. By examining key growth facts in each of the urban reserve profiles in Appendices A to E and comparing the past (five years ago), the present, and the future (five years from now), significant growth can be observed. Almost all urban reserves have plans to double their property sizes, employment rates, and numbers of businesses. They are not planning on slowing down, but rather, envision continued growth and expansion of their urban reserves.

For instance, SCN has secured a second parcel of land, which was granted urban reserve status in May of 2018. According to SCN's profile, they may be building a gas station on this new piece of land, although other business options are also being discussed. Swan Lake went from having a gas bar and two VLT lounges to now having an office building, convenience store, and restaurant. Swan Lake has future plans for a second office building and a hotel and convention centre. These are only two examples of the intentions for growth on urban reserves in Manitoba.

The continuous growth of urban reserves provides the opportunity for First Nations to increase employment rates for their community members and surrounding populations, reinvest in socio-cultural programming, and increase economic self-sufficiency. Although the ATR process comes with its challenges, the benefits, including reinvestment into the community, seem to outweigh those challenges in the long

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» The urban reserves also support meaningful relationships between municipalities and First Nations.

run. The urban reserves also support meaningful relationships between municipalities and First Nations.

**TABLE 4.2: First Nations with urban reserves in Manitoba**

First Nation	5 Years Ago	Today	5 Years from Now
Long Plain	1 UR 23 Staff 1 Gas bar 30 VLTs	2 URs 7 Buildings 130 staff 60 VLTs 2 Gas bars 2 Convenience stores Residential lots	4 URs Business Centre Hotel & Meeting Centre Truck stop Cannabis stores
Swan Lake	1 UR Gas bar with smoke shop VLT lounge Office spaces	1 UR New office building Gas bar with Smoke shop VLT lounge Convenience store	2nd office bldg., Hotel and Meeting Centre Support start-ups More retail and ventures
Roseau River	1 UR 1 Gas bar with Smoke shop	1 UR 1 Gas bar with Smoke shop Gaming Centre	Car dealership Big box stores Medical clinic with dental & optical services as well
Nisichawayasihk	Land & business purchased	1 UR Hotel and tavern	Gas station, Office complex, Residential zone
Opaskwayak	1 UR Mall Hotel 2 Grocery stores Gas station & convenience store Gravel & sand business Casino (co-owned) Discount Store	2 additional lots purchased, including residential units Cannabis store	3 URs Upgrade residential infrastructure Expand business ventures
Sapotaweyak	Lot purchased No UR	2 URs Gaming centre	Development of 2nd UR Expand gaming centre

Source: Appendices A to E, except Roseau River. Roseau River sources: CBC News (Nov. 27, 2007) and Kiinu Oasis Gaming Centre website.



Table 4.2 demonstrates the growth trajectory of the urban reserves, along with other economic investments and activities of each First Nation. Continual growth was evident over the last five years and is anticipated to continue for the next five years. The expected business developments include everything from additional urban reserves, to business centres and hotels, to retail shops and cannabis stores, to trucking, ski resorts, and investments in mining. All will benefit First Nations people. These activities will generate prospects for those on reserve through job opportunities, skills development, and the launching of careers. These developments will also generate employment opportunities for others, increase government revenues from taxes, and contribute to the overall prosperity of the rural region.

As mentioned in the “Supplementary resources for ATR process” section above, there have been several documents published, such as *Addressing Barriers to Economic Development on Reserve*, which increase understanding of the challenges Indigenous communities face while in the process of creating urban reserves. These documents also promote critical thinking around improvements that can be made by the federal and local governments. Along with the published documents, there are other sources that can help in creating meaningful relationships and partnerships between First Nations and municipalities, as well as providing other useful and important information regarding MSAs and ATRs.

Through this research, particularly the urban reserve profiles, it has become clear that First Nations are greatly benefitting from the economic endeavours taking place on urban reserves; these endeavours allow First Nations to gain control over their own affairs while establishing and maintaining strong relationships with other governments. As well, urban reserves contribute to surrounding and nearby urban centres through the income spent on local businesses, maintenance services, and utility services. Based on the strategic economic development plans and the number of proposed urban reserves in the ATR process, the future trajectory of urban reserves is promising.

*Further research is  
needed to better  
understand how  
urban reserves  
are contributing  
to the social and  
cultural aspects of  
communities.* ‹‹



## Conclusion

Urban reserves are a critical aspect of the First Nations economy in Canada. First Nations with strong and transparent institutions of governance are gaining control over their own affairs, setting up long-lived business institutions, and ensuring that those institutions and systems are deeply rooted in their culture. Urban reserves are also places for leadership, including collaboration with other leaders on and off reserve. Urban reserves demonstrate a long-term commitment to associated municipalities through MDSAs, and allow First Nations to pursue incremental investment beginning with the purchase of a property for an urban reserve.

The urban reserve profiles and other information compiled in this chapter are significant first steps in making this knowledge accessible to all; however, considering the integral and holistic Indigenous approach to well-being and economic development, further research is needed to better understand how urban reserves are contributing to the social and cultural aspects of communities. What is clear is that the existing urban reserves in Manitoba will continue to grow, as will the benefits. Certainly, First Nations are benefitting from urban reserves as an own-source revenue, as are host municipalities and governments. The increasing number of urban reserves in the ATR process, the ongoing and future activities reported in the profiles, and the summary of the positive impacts to these First Nations support one conclusion. That conclusion is that urban reserves are contributing and will continue to contribute to the economy of the province in both urban and rural regions.

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## Appendix 4A: Long Plain First Nation Urban Reserves

Source: Interview with Arrowhead Development Corporation's Chief Executive Officer, Tim Daniels and information on the website:  
<https://www.lpband.ca/>

### General information

**Population:** 4,484 people

#### **Treaty # 1**

**Interview Participant:** Arrowhead Development Corporation's Chief Executive Officer, Tim Daniels

#### **Information from website:**

“Long Plain First Nation is a proud Ojibway and Dakota community in the central plains region of Manitoba, situated on a land base of 10,800 acres. Long Plain is comprised of a main reserve and urban economic zones, situated along the city limits of Portage la Prairie, and in the city of Winnipeg.

The First Nation community is governed by an elected Chief and four Councillors. The First Nation Council is elected under its own Band Custom Election Act and hold office for a three-year term. Council Members are responsible for all funds and programs, administrative and services areas, however each of Council Members are assigned and responsible for certain portfolios. The First Nation Tribal Office is located on the main reserve and Band Council meetings are held every week.”

### Historical background

The basis of Long Plain First Nation's economic development success goes back to their treaty land entitlement (TLE).

**May 1981** - By Band Council resolution, the Band government at the time requested surplus Crown lands from the Department of Indian and Northern Affairs Canada (INAC) in recognition of the outstanding TLE. Chief Daniels requested land in the City of Portage la Prairie, which was formerly the Portage la Prairie Presbyterian Indian Residential School. The school closed in the 1970s.

**August 1981** – Manitoba transferred 45 acres of federal Crown land adjacent to the City of Portage la Prairie to Long Plain Reserve. The

lands included a two-story brick building of approximately 2,058 square meters. The process predated the federal Additions to Reserve policy as laid out in 1987, so this urban reserve was created within 6 months of the time of the agreement, Band Council Resolution, and order of Council.

**1984** - The building was renovated into Yellowquill College Inc. The College was there until 1999, when it moved to Assiniboine Avenue in Winnipeg in the year 2000. Now it is back on Long Plain land, at the urban reserve called Madison Indian Reserve #1.

**1992** - The First Nation held a referendum for designating the lands, and it was approved by a majority of the electors of the First Nation.

**1994** – The TLE settlement agreement was done, and the trust agreement was set up. To satisfy the outstanding land in question, Canada compensated Long Plain \$16 million to purchase a minimum of 4,169 acres. So, some of the first land purchases were the extension of the existing urban reserve of 45 acres. However, the land was situated a short distance from the Number 1 Highway.

**1996** – Arrowhead Development Corporation was created. The Corporation worked with the economic development officer (EDO) of the day, as a kind of committee to guide the economic development officer in projects for the First Nation. They also guided the EDO in awarding small Indian Affairs-funded grants to Long Plain entrepreneurs.

**1998** - Chief Dennis Meeches was elected. He decided to create Band-owned businesses and that was how Arrowhead Development Corporation (ADC) really got going. Chief Dennis Meeches and his council took over Arrowhead Development Corporation, made themselves the Board of Directors for the Corporation, and hired two people to run the businesses.

**1999** - Long Plain purchased more land to extend the urban reserve to the Number 1 Highway. This land has been in the ATR process for 19 years. It extends the original 45 acres of land by another 90 acres, so the urban reserve in the City of Portage la Prairie will have an area of about 135 acres of land.

**2000** – The Long Plain First Nation Council entered into a ground or head lease with Arrowhead Development Corporation for 50 years. The lands were designated for education and training purposes.

**2004** – Long Plain First Nation requested to amend the purpose of the lease to allow for an educational training and office facility with commercial leasing ancillary purposes.

**2006** - Long Plain First Nation Trust purchased 2.81 acres of prime property in the City of Winnipeg from Manitoba Hydro. The purchase included a 29,427 square foot building, a 48,130 square foot asphalt parking lot, and an additional gravel parking lot of 42,500 square feet. The property is situated along the 400 block of Madison Street between Silver Avenue and St. Matthews Avenue, west of the Polo Park Shopping Mall.

**2008** - A referendum was held to amend the existing designation for the Yellowquill site, which is now called Keeshkeemaquah Reserve. The amendment was to extend the ground or head lease term for an additional 75 years, making the term expire in 2119. The lands are now subleased to the Keeshkeemaquah Conference and Gaming Centre, Miskwaanakwadook Place, Arrowhead Gas Bar, Rufus Prince Building, White Cross Drugs and Walk-in Clinic, and Long Plain Housing Authority.

**2008** - The First Nation held a referendum vote to seek the assent of the majority of electors of the First Nation to designate the property. On July 12, 2012, the First Nation received pre-designation. The purpose of the designation was to lease the land and building to generate revenues for the First Nation. An additional purpose was to allow for granting such easements, permits, right of way, licenses of occupation, and amendments of such interests as may be necessary or ancillary to the primary purposes of any lease entered into respecting the property.

**2010** - The First Nation and the City of Winnipeg entered into a Municipal Service Agreement (MSA) to extend services to the Madison Avenue property.

**2011** - A major portion of the Madison Avenue building was renovated and leased to Yellowquill College Inc.

**2012** - The remaining space was renovated and made into office space. It is now leased to Aboriginal Peoples Television Network Inc., Manito Ahbee Inc., Eagle Vision, and the Manitoba Treaty Commission Office.

**2013** - The Madison Avenue site officially attained reserve status and became Winnipeg's first urban reserve. This was a significant milestone, and it allowed Long Plain First Nation to unlock the true economic potential of the site. As a result of the conversion, Long Plain successfully secured financing for the future development of the gas bar located at the corner of Madison St. and St. Matthews Ave. The conversion also allowed Long Plain to move forward with their plans to renovate the south side of Yellowquill College and lease it out to commercial tenants.



## Arrowhead Development Corporation structure

The Arrowhead Development Corporation (ADC) Board of Directors is the Chief and Council, as elected by the people. As leadership changes in Long Plain, so does the leadership on the Board of Directors. The Chief becomes the President of the Corporation, and the councillors become the Directors.

In Long Plain's history, there were three-year terms. But in the summer of 2017, Long Plain had a referendum and adopted a new election code stating that the new term of office would be for four years.

"There's two sets of minutes: there's a set of minutes for tribal government decisions that affect the programs, but then there's another set of minutes for the Corporation, that speaks about the businesses and the decisions made under those corporations. ADC is the parent company of several other corporations. For instance, Madison Reserve has its own corporation, and it's a limited partnership agreement."

## Indigenous Way / Indigenous Approach to Economic Development

All the revenues produced by the businesses are used for tribal government programs. The financial statements of ADC show very little cash at the end of the year because everything is given to the First Nation. Revenues come from the tobacco tax rebate, VLT centres, and from the sale of confectionary and gas. It all goes into the First Nation, in areas of education, health, housing, and so forth. For example, if kids want to play hockey, football, baseball, soccer, fine arts like dancing, or even art lessons or guitar lessons, the corporation helps them. Long Plain does not have organized sports on reserve, but there is an arena and a gym for more recreational-based sports.

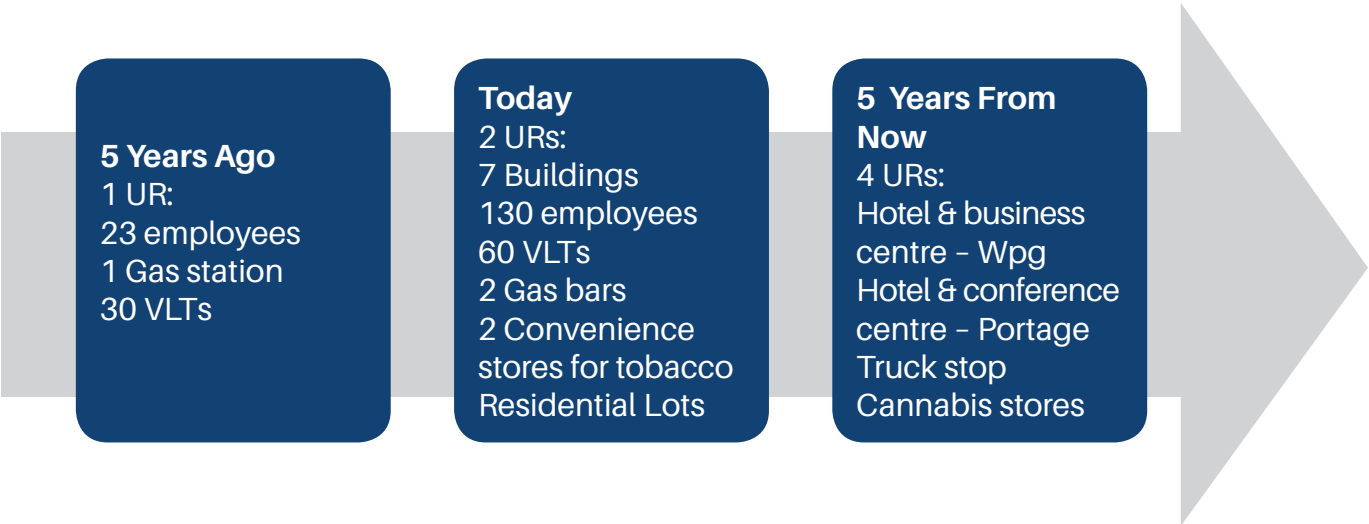
Revenues help Long Plain afford social programming for upwards of 4,500 citizens. There are about 2,400 people living on the main reserve, and the rest are living off reserve.

For the most part, the on-reserve programs are getting the profits. For people living off reserve, there are resources that they can tap into, but the on-reserve people are benefitting from the profits first. People off reserve benefit from businesses in the urban reserves. For instance, the gas station in Winnipeg employs 47 people. About 80% of those people are Long Plain members, and the rest are members of other First Nations in Manitoba.



Approximately 130 people are employed on both Long Plain urban reserves, and this isn't counting those employed by businesses on the main reserve. In addition, there are seasonal jobs, like construction, so the number employed on the urban reserves increases once construction starts.

**FIGURE 4A.1:** Key growth facts



# Keeshkeemaquah Urban Reserve

**Location / Municipality:** Portage La Prairie

**Date of ATR:** August 1981

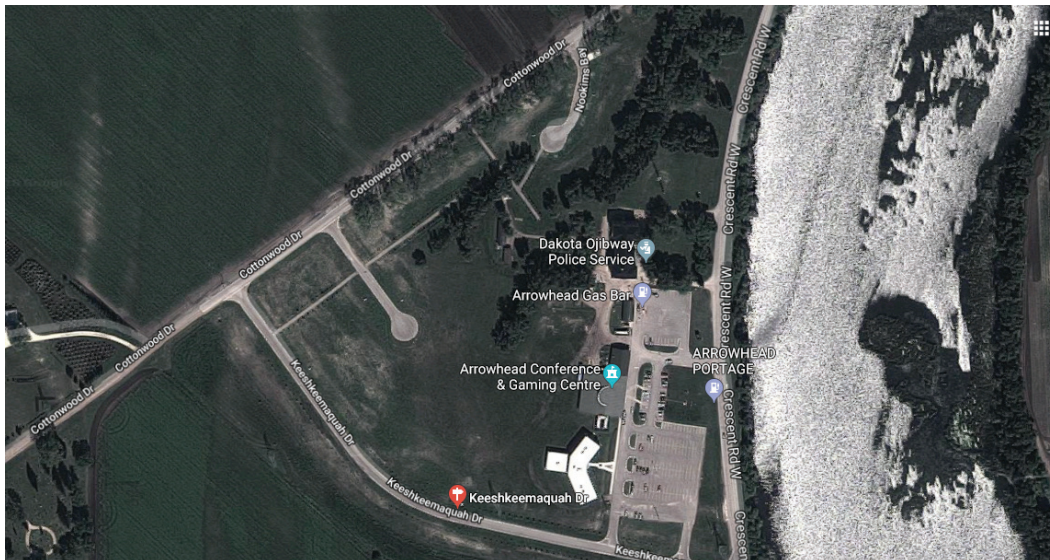
**Figure 4A.2:** Location of Keeshkeemaquah Urban Reserve Business

**FIGURE 4A.2:** Location of Keeshkeemaquah Urban Reserve



Source: Google Maps

**FIGURE 4A.3:** Satellite view of Keeshkeemaquah Urban Reserve



Source: Google Maps

## Business Development Over Time Narrative

On the main reserve, the gas station and convenience store were opened. This was Arrowhead's first business. Later on, some VLTs were added to the mix in this building. So, it became a small VLT centre. They started off with 12 VLTs in the community. Having 12 VLTs on their reserves did not represent much growth. Because Long Plain has a provincial highway, Provincial Highway 305, that cuts through it, there's a lot of traffic that goes through the community. So, a second gas station was built.

The building containing the VLT centre on the main reserve was kind of old. It had 12 machines, and it turned into 20, which was the maximum it could accommodate. So, a second gaming centre was established on the main reserve on the highway site, and now they had 30 machines. And 30 machines turned into 40 machines. VLTs are a good source of revenue: the First Nation gets to keep 90% of the revenues generated from VLTs, and the Province of Manitoba keeps 10%. But if a hotel anywhere in Winnipeg gets VLTs, the hotel is only keeping 20%, and the province is taking 80%. So, it's good for First Nations to have that as a source of revenue.

In 2003, an old building that was part of the residential school was converted into a gas station, where First Nations people with a status card could get a discount at the pump—14 and a half cents discounted at the pump. The Tribal Government of Long Plain has agreements with the province to sell tobacco. There are rebates on tobacco purchases, so per carton, Long Plain is getting about a \$50.00 rebate from the province for every carton of cigarettes we buy. So, revenues start spiking.

With those revenues, a small building was built on the Portage reserve to accommodate 25 VLTs moved from the main reserve. Attached to that building was a small restaurant. So, the Portage urban reserve had a restaurant and a VLT site now, and it really exceeded expectations because these 25 VLTs were full all the time. And this was around the time too that the Province's no-smoking legislation kicked in. But it doesn't apply to First Nations' sites. So, another plus for the Long Plain's VLT sites is that you can smoke. It may chase some people away, but it attracts more because to play VLTs in a hotel somewhere: (1) you're not allowed to smoke and (2) you could buy yourself an alcoholic drink. There's no drinking at Long Plain's sites.

There's Municipal Service Agreements (MSAs) between Long Plain First Nation and the cities that Long Plain's reserves are attached to. However, Long Plain built the gas station and the VLT site without the

MSA, because we wanted to develop right away. But because of the high volume of traffic, and because the holding tanks for water and sewage septic tanks that Long Plain built were not sufficient, we were running out of water or the sewage tanks were filling up. So, Long Plain sat down with the City of Portage la Prairie to develop a MSA to access their water, their sewer lines, and all the services that go into a MSA, and determine how they are going to be paid for. While this was going on, the very successful little VLT site in Portage la Prairie wasn't even paved; it was just a gravel site, but that didn't stop people from coming.

Long Plain started planning for a larger gaming centre that would be attached to the little building. So they built an 18,000 square foot gaming centre. One year later, the business was only a year old, but Long Plain already had a brand-new building, with room for 60 VLTs.

Long Plain went from 12 VLTs, to 20, to 30, to 40, and now they are up to 70. Ten VLTs are kept on the main reserve, on the highway location, and 60 machines are now in the new Keeshkeemaquah Conference and Gaming Centre, along with a bingo hall. Bingo is kind of big in the area, so the bingo hall was losing money because it was a new entrant in the market. But eventually, all the other competing bingos shut their doors. Now Long Plain has a monopoly on bingo in Portage la Prairie because it had the largest hall for Bingo and could fit 500 people and also because of the smoking allowance. The combination of bingo and VLTs was a big success for Long Plain, and they went from managing \$5 million in gross revenues a year, to \$25 million in one year.

In 2003, Arrowhead Corporation had 23 employees, including full- and part-time employees, some administration staff, some janitorial staff, and security or night-watchmen. They went from a total of 23 employees to probably employing about 170 people in their businesses and administration today.

The Portage reserve has done well, and it has certainly improved the lifestyle of Long Plain's employees. The reserve provides jobs and wealth creation. It also contributes to the city of Portage la Prairie because Long Plain is buying services from Portage businesses, and those businesses also provide employment, whether it's repair work, like electrical, plumbing, lights, or even linen. There's a lot of business transactions between Long Plain and Portage la Prairie businesses. Mr. Daniels shares: "Of course, we all spend our money in Portage, so Portage has certainly benefited from us moving in to their market."

In 2006, Long Plain built an office complex on the Portage reserve. It's about 20,000 square feet and contains the head office of the Dakota Ojibway Tribal Council and the head offices of other organizations that

are looking to establish offices on the main reserve, or a reserve. So, Long Plain is also into property management.

From building that little gas station in December 2003, to May 2006, the development went on. It had phenomenal growth in those years, and it's a beautiful site. We have it paved now, so it looks really nice.

Also in 2006, Long Plain looked at residential subdivision on this property because it has a commercial front end on a crescent, but on the back end of the property, there are 39 service lots. It was initially intended to be for private home ownership, but it took a long time to take off. Today those lots are pretty much all filled up. There's a lot of people living there now.

Getting ready for that, Long Plain amended the Municipal Service Agreement with the City of Portage la Prairie to allow for residential development and provide water and fire and police protection for the urban reserve.

A challenge about members moving to Portage la Prairie is the cost of sending Long Plain kids to the Portage la Prairie School Division. Long Plain has its own school on the main reserve. A lot of the people that have moved to the Portage reserve have come from the main reserve, and the school in Long Plain is now at its maximum. So, it makes sense to send the kids to the Portage School Division because the residents are part of Portage la Prairie. But there is a disparity between the tuition that Indigenous Services Canada (ISC) provides to the First Nation for its students living on-reserve and what the province provides to students in provincial schools. ISC gives about \$4,500 per student to an on-reserve school, whereas the province gives schools in the City of Winnipeg and the City of Portage la Prairie \$7,500 per student. The difference of \$3,000 per child is being paid by the ADC. It is something that is in the works with ISC because it is the role of government to provide education to kids.

**FIGURE 4A.4: Long Plain Reserve**







## Future Plans

Long Plain is planning to build a hotel on the Portage reserve. Attached to this hotel would be a conference centre. It would help Portage La Prairie to go after the bigger conferences. Currently, Long Plain hosts a lot of conferences in the conference and gaming centre in Portage, but the space is shared with the bingo hall. It's a challenge to hold conferences because the bingo is seven nights a week. After each conference day, they must get ready for bingo, and then they have to get everything set back up again in the morning for the conference.

Another project is a major truck stop on the Highway #1. It's a significant project, probably about \$10M. It will be a truck stop to service the cardlock truckers and drive-by traffic. It should have a gas station, convenience store with tobacco sales, a restaurant, and a trucker's lounge. Truckers want to have really good home-cooked food, so that kind of restaurant. As well, they want a space to chill out, watch TV, or just relax. The lounge should have a gym, laundry facility, shower facilities, even a kiosk to rent vehicles, in case they want to rest in Portage la Prairie. This is a big project because it needs the cooperation of Manitoba Infrastructure (the highways department), the municipality, and the city, as well as investors. This wouldn't be an Arrowhead gas station or Arrowhead truck stop. It could be any other brand. People travel, and they recognize brands, so branding this gas station is important.

The big player in this is the highways department, because right now, their view is that they want to keep traffic going all the time. ADC wants traffic to stop; the businesses want traffic to stop. So they have to put up a set of traffic lights, which will make truckers stop and pull into the truck stop. As well, a slow-down lane needs to be built. Typically, the developer pays for it, and it has to be included in the costs of the project. What's unique about this truck stop is that Long Plain wants it to be off the grid by having solar panels and geothermal heating and cooling. Subsidiary businesses would be a Tim Hortons and a washing and light maintenance station.

**FIGURE 4A.5: Future projects**



Source: <http://www.longplainfirstnation.ca/future-projects/>

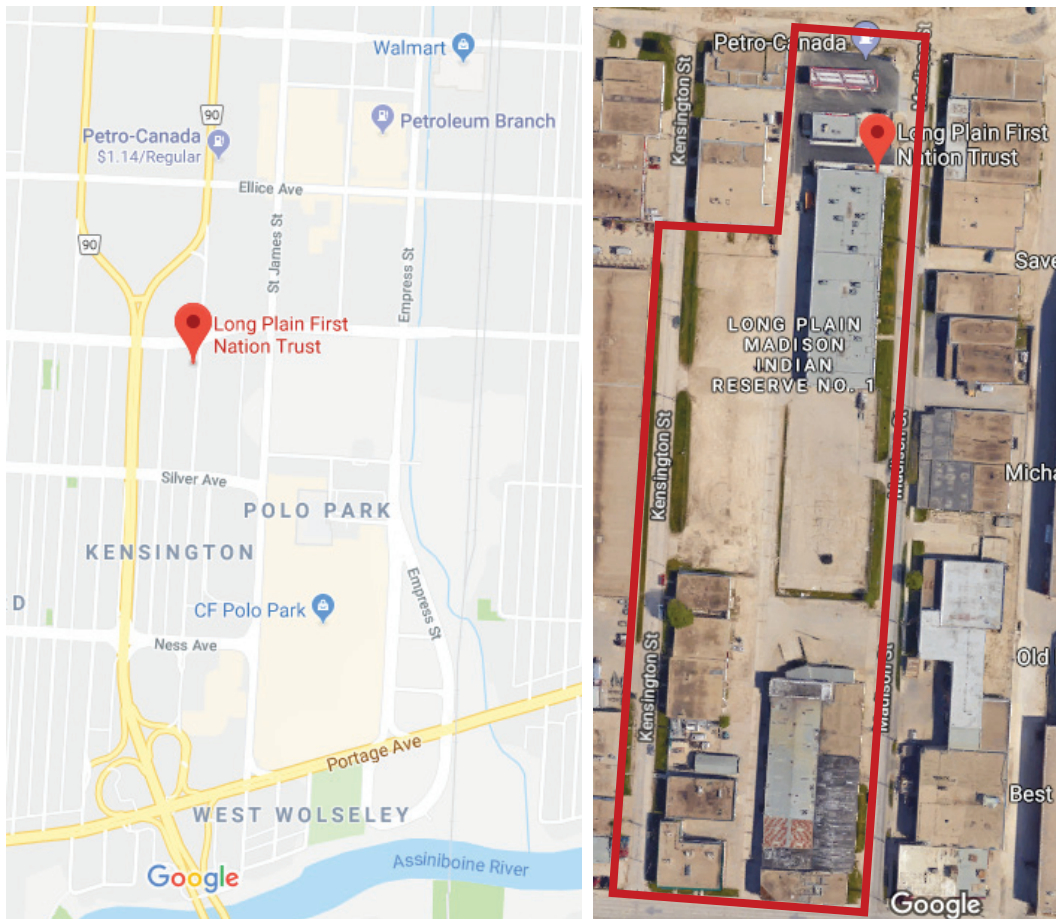


# Long Plain Madison Indian Reserve #1

**Location / Municipality:** Winnipeg

**Date of ATR:** May 23, 2013

**FIGURE 4A.6:** Location of Long Plain Madison Indian Reserve #1



Source: Google Maps

## Business Development Over Time Narrative

The Winnipeg mayor of the day, Sam Katz, and the Assembly of Manitoba Chiefs (AMC) Grand Chief Ron Evans agreed to establish an urban reserve in the City of Winnipeg. They realized the importance of economic zones and doing business on urban reserves. The piece of land where Madison Indian Reserve is located formerly belonged to Manitoba Hydro. Only a First Nation on a Treaty Land Entitlement (TLE) can use the ATR process to buy land. So AMC was looking for a host community to buy land for their control. The business plans were

created to build a ten-story office building for the AMC on the site. The business plan was done by the AMC, but it didn't have any benefit to Long Plain First Nation. Everything above the first story of the ten-story building wasn't really benefitting Long Plain. So in 2009, Long Plain and AMC agreed to part ways, and Long Plain started developing the reserve by themselves.

Long Plain started looking at gas stations. Gas stations are important, as they are revenue generating for the First Nation. Also, the building on this property, which was previously owned by Manitoba Hydro, was inspected by an engineer to see if it was worth keeping or just demolishing. The engineering report approved the structure but recommended some renovations because it was built between 1950 and 1980. Long Plain Chief and Council decided to keep the building and get Yellowquill College back onto reserve land by hosting them in this building. As well, Long Plain wanted to have their offices here to conduct business on the First Nation.

In 2009 to 2010, the development plan was developed in order to get the MSA with the City of Winnipeg. The development plan identified three projects on this reserve: (1) the gas station, (2) the former Manitoba Hydro building, and (3) the office building to be built in 2018. The MSA and the development plan were approved in July of 2010. After that, it took three years for Indigenous Affairs to create this reserve.

There are a lot of parties involved in the ATR process. On the First Nation side, you have a project officer, the Chief and Council, and a lawyer, in addition to other people like architects and engineers. On the city side, there is someone like the business director, who is their point of contact, as well as their council, in-house legal team, and city planners. Also, representing Canada, there is the Department of Justice Canada. So, there are a lot of players involved in developing a reserve and getting that plan together.

The building was finished by the end of 2011, and Yellowquill College moved in here in 2012. In 2015, the gas station was built. It was a \$2 million-dollar project, with contributions by Indigenous Affairs and a loan by the First Peoples' Economic Growth Fund. In the first year, it made the money back because of the tobacco tax rebate and the fuel sales. It's an award-winning business. It got an award from Suncor for business excellence and continued growth and the Visionary Indigenous Business Excellence Award from the University of Manitoba. It's a successful gas station, open 24 hours a day, with 75,000 Indigenous or Status people looking to buy tobacco and cigarettes. The businesses in Portage la Prairie and on the main reserve are getting about \$1M in

terms of the tobacco tax rebate and the one in Madison gets \$2M a year. The First Nation benefits from those tobacco tax rebates because it goes right to the tribal government, housing, housing repairs, roads and infrastructure, economic development lands, etc.

The MSA was a key part of how to manage the urban reserves and it also shows how Indigenous people do business. At the initial stage of conversations for the MSA, Long Plain First Nation was treated like a third level of government, ignoring that Long Plain had a relationship with the Crown and the treaties. First Nations are their own nations, with their own governments, and their own set of rules. Long Plain was treated like it was asking for permission instead of asking for an agreement. Once the MSA is created, it is a federal piece of property. There is an agreement with the municipalities, but it is ruled by Long Plain's own law. For example, provincial health, services, and construction by-laws and codes will still apply on this reserve.

While working on the development plan and the MSA, the ADC Executive Chief approached all the neighbours in St. James. He wanted to engage them, introduce the plans, and personally invite them to the presentation of the development plan:

*"I'm from Long Plain First Nation. We've bought land in the City of Winnipeg, in the St. James area. This is what we're planning to do, but I'm inviting you to a Town Hall meeting that we're hosting on July 19, at Polo Park, to present our plan. You'll learn about Long Plain, and what we've done, and what we plan to do... We're not building houses there; it's a small piece of land. It's only three acres, and it's zoned for commercial, red-light commercial, and it's going to be an economic zone; it's not a residential place."*

This strategy helped with the city approving the development plan and the MSA. Around June 2009, the development plan was approved, and in July 2010 we signed the MSA. It was the ATR process that took three years after that.

There's a movement right now within CANDO, the Council for Advancement of Native Development Officers; they're pairing up First Nations and municipalities to work together. One of the common issues that the municipality shares with a First Nation is waste removal, for example. They can work together to tackle common issues, but also, the citizens within those municipalities and their elected officials, reeves, or council members need to be educated on the history of First Nations. Going back to the Royal Proclamation, the King said that the land is the First Nation's, and the Crown will not take it over unless there is a treaty. Also, people need to understand the treaty-making process and even

the Constitution where it reaffirms our inherent right, treaty rights, and Aboriginal rights. Canadian citizens need to understand that Indigenous Peoples have rights to this land. It will certainly help with MSAs and in establishing urban reserves.

Long Plain has good relations with Portage la Prairie and Winnipeg. Long Plain keeps in contact with an economic development officer in Portage la Prairie, their planning department, as well as business leaders and the mayor. When there's something going on in Portage, and they need to talk to Long Plain, they usually go through the ADC CEO. They recognize the importance of Long Plain as a partner in their community. Long Plain sponsors things in Portage as well, such as Portage Cancer Care and sporting teams.

Long Plain has also been growing hemp since last year, about 600 acres of hemp. It is sold to this one supplier, who has it all, and they turn it into products.

## Future Plans

PCL Construction has already been hired for the construction of the hotel and business centre on the Madison reserve. In all ADC's contracts, they insist that a certain percentage of Indigenous people are hired, and Long Plain Indigenous people as well. This is Long Plain's biggest project to date: it is a \$16M project with 75,000 leasable square feet, and it will be like a business centre. Not everyone wants 3,000, 5,000, or 8,000 square feet. Some people just want a small office, or a couple offices, to have a place to work out of on reserve. They want that because there's a benefit to status people if they work on reserve: their income is tax exempt. So Long Plain wants to fill up the building with a lot of those professionals, whether they be lawyers, dentists, doctors, or psychologists.

Another plan for this year is to start the two cannabis sites. Long Plain signed an agreement with National Access Cannabis to have two sites: one in Madison Reserve and another in Portage La Prairie. To start, there will be temporary cannabis sites until the stores in those buildings are built.

**FIGURE 4A.7:** Plot plan for future development



Source: ADC Future Projects. <http://www.longplainfirstnation.ca/future-projects/>

## Appendix 4B: Swan Lake First Nation Urban Reserve

Source: Interview with Robert (Bob) Green, Special Projects, Swan Lake and information on the website <http://kw08.weebly.com/index.html>

### General Information

**Population:** 1,252 people

**Treaty # 1**

**From Swan Lake's website:**

*"Swan Lake First Nation is located in south central Manitoba along Highway junctions 23 & 34. Swan Lake First Nation Ojibway people are proud and prosperous. We are rich in culture and beliefs and have strong ties to our land. Signatory to Treaty 1, Chief Yellowquill followers settled along Swan Lake in the Pembina Valley, better known as "Gaubiskigamaug," which means curve in the lake. Confined to a reserve, our people faced many hardships and had to adapt to changes in their traditional ways of hunting and trapping.*

*In recent years, through a Treaty Land Entitlement (TLE) settlement with the federal government, we have increased the land base for future development for our people and future generations. Swan Lake First Nation is made up of 1,252 members, of which 725 live on reserve and 527 live off reserve."*

**TABLE 4B.1: Land base details**

Description / Location:	Acres:
#7 - Main Reserve - Swan Lake	8,982
#7a - Forest Hills - Carberry	6,514
#8 - Indian Gardens - Rathwell	640
#8a - Headingley	25
<b>In ATR:</b>	
Additional lot in Headingley	20
Additional lot for cultural development	241



## Addition to Reserve (ATR) Process and its Challenges

Technically, there are two types of Crown land. There is provincial Crown land and federal Crown land. Municipalities can own land as well, but it is owned by the municipal corporations and it is not Crown land. Two good examples are the Kapyong Barracks site, which is unoccupied federal Crown land, and Riding Mountain National Park, which is federal Crown land. There are provincial Crown lands all over the province, too. For example, a lot of it is in the Whiteshell area. Up north, there is another unoccupied Crown land lot, which the First Nations are converting to reserve status. The term “unoccupied” comes into play when the Crown land is not leased to anyone. It is still in the Crown’s possession, without any lease or occupation tied to it.

If a First Nation wants to convert land of any municipality with Treaty Land Entitlement, there is a requirement to develop a Municipal Development and Services Agreement (MDSA) between the First Nation and the municipality. The MDSA should not have to exist as the Treaty Land Entitlement says the reserve land should have always been reserve land. The MDSA represents a blockage in the reserve conversion process because the municipality does not have to approve and sign the MDSA. If they do not sign it, Indigenous Services Canada (ISC) will not convert the land to reserve status. The MDSA is one of the major stumbling blocks on getting a reserve created.

The Crown is way behind on TLE land conversion in Manitoba, and the Addition To Reserve (ATR) process could be streamlined to get everything converted. There are still obstacles in the way, and the biggest one comes back to the MDSAs. Additionally, there are also financial challenges. The First Nations should be financially stable, especially to get support from financial institutions for the development of land. The First Nation will get into a high level of debt with the construction contracts, for example. Therefore, they need to be stable in order to make sure that the buildings are paying for themselves and the businesses are making money. However, the financial status of the First Nation does not preclude them from the TLE or ATR processes. Another financial challenge is that ISC does not provide any additional money for the newly converted lands; thus, all the development of the area, including providing education and other services, must come from the First Nation’s budget.

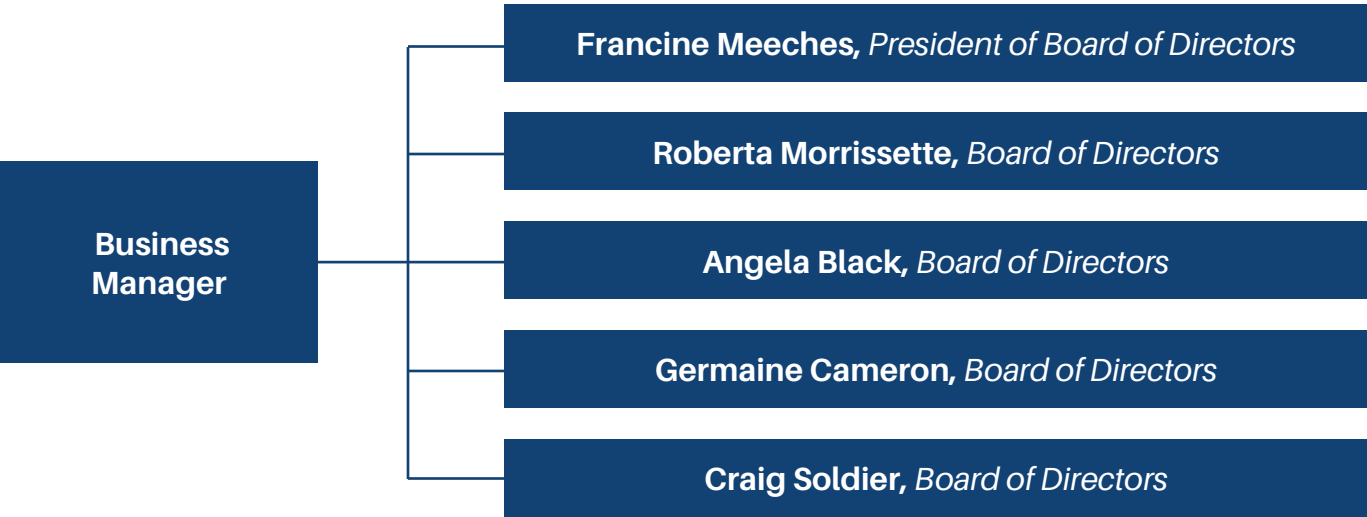


## Swan Lake Enterprises Development Corporation Structure

Swan Lake has its own TLE corporation. All that corporation does is buy land and then transfer it to Canada once the land is going to be converted to reserve status. All the holding corporation does is hold the land until the land is converted. Swan Lake has a separate corporation to manage the businesses, and there is a business manager in place who oversees all of the businesses.

Management reports to the board of directors of Swan Lake Enterprises, which at the moment is Chief and Council; however, when they sit on the board, they sit as the directors, not as Chief and Council. They are also looking at other things that could be put in place. For example, they might hire a staff person with a financial and/or business background in order to advise on financial decision-making processes.

**FIGURE 4B.1:** Board of Directors of Swan Lake Enterprises



## Indigenous Way / Indigenous Approach to Economic Development

Swan Lake First Nation works for the social and economic development of the community. One thing is to make sure that the businesses are profitable, and then that the employees are Indigenous. People would like to see their own community members in those businesses, especially because Swan Lake has a number of people living in Winnipeg. Thus, the main benefits of the urban reserves are that jobs are created and the

profits are turned over to the First Nation to be able to do other things.

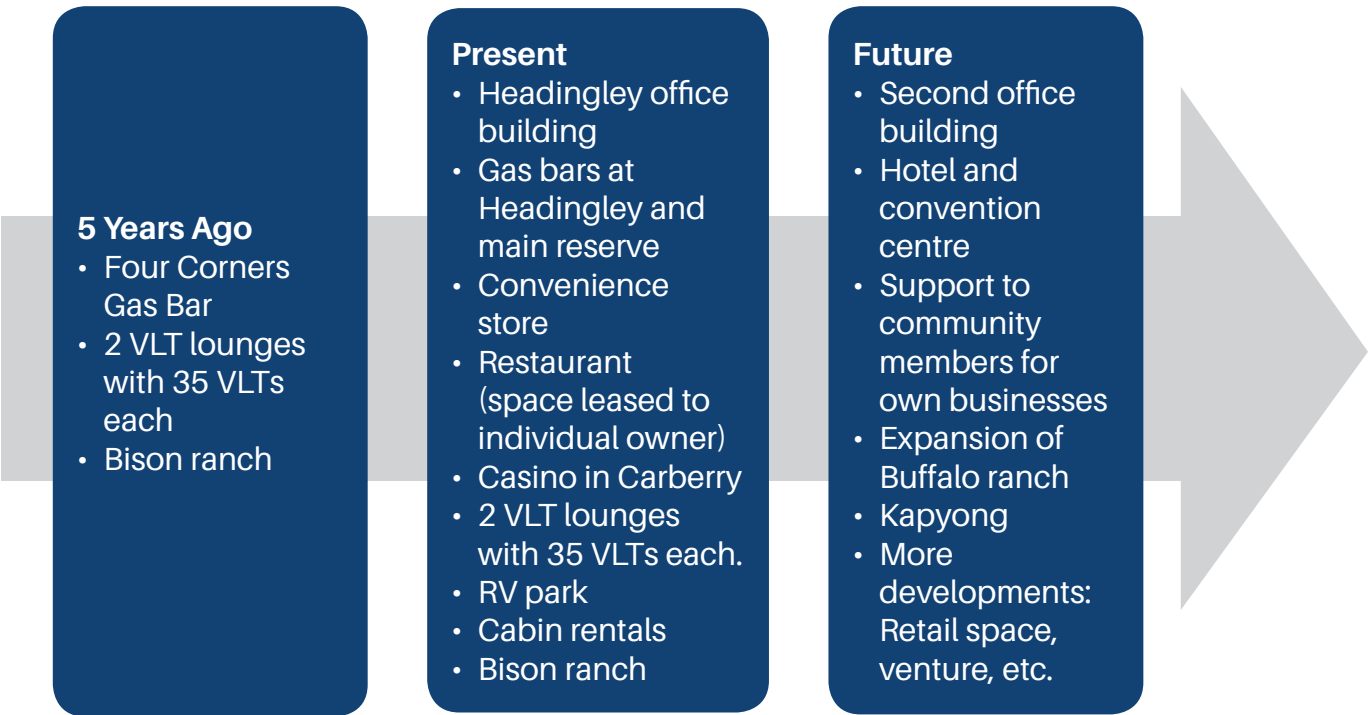
All the revenue of Swan Lake's businesses is invested back in the First Nation. It is invested in different things and programs, and some of the profits are used at the main reserve for the school, housing, and other things. For example, some of the money is invested in the youth, some is invested in the Elders, and some of it is reinvested back into additional businesses. To put all of the resources into Headingley would not be fair to the members of Swan Lake because there has to be some funds going to developing businesses on the local reserve, where all the people are living.

Swan Lake has an educational training department. The coordinator looks after the high school and post-secondary students and searches for jobs and training opportunities. Soon they will be focusing on the growing businesses—technology-based and environmental. For example, a lot of work has been done lately on environmental issues. One of the things Swan Lake has been talking about is starting an environmental company to do hiring and monitoring work. Some of the non-Indigenous companies Swan Lake works with say that they do not have time for environmental assessments or monitoring and mitigation strategies. The monitors will be watching the construction and the environment, and if the contractor hits any heritage sites, the monitor will make sure that appropriate care and practices are used to deal with them.

Headingley's by-laws do not apply to the Swan Lake reserve; Swan Lake has their own by-laws in place. Swan Lake can change them the same way the municipality can, by advertising that they are going to be changed. For example, Swan Lake does have an official smoking by-law, so Chief and Council can decide whether they want to smoke here, there, or wherever. Health first, of course. There are a number of buildings that do not have smoking but there are some that do. The only area where the province's rules are applied is where the VLTs are. At Swan Lake's VLT Lounge, there is a smoking area, so people do not have to go outside to smoke. They just have to go into the room and smoke there, but it does not affect the other areas as there is a good air system in place.

One of the things within the Indigenous community is that people aren't judged by the amount of money they make, or people think they make, but rather, whether they are happy or not. The businesses have to make money in order to provide some employment; however, it would be nice if everybody was employed doing what they want to do, rather than what somebody else says they have to do.

**FIGURE 4B.2: Key growth facts**



**FIGURE 4B.3:** Swan Lake main reserve pictures



This information is useful to understand Swan Lake's general profile.

**TABLE 4B.2: Swan Lake First Nation's indicators**

Indicators	Swan Lake	Comments
Registered Population	1252	Estimate
Population on-reserve	725	Estimate
Reserve Land Size (acres)	16,161	Not including land in ATR
Number of converted Reserves	1	-
Number of Reserves on ATR process	2	-
Location of converted Reserves	Headingley	-
Converted Reserve Land Size (acres)	25	-
Number of own businesses on converted reserves	3 (Office building, Gas bar, and VLT lounge)	Office building is leased out to multiple private businesses. Swan Lake has many more businesses on their other lands.
Initial investment on the converted land	Cost of land: \$1.4M Land development: \$13M	Estimate. Including lot 8A and additional lot to be converted.
Number of Swan Lake employees on converted reserve	38	Office building is leased out to multiple private businesses, generating many more jobs on this piece of land.
Cost of agreements with municipalities	Costs for water, sewer, and other services	
Off-reserve spending by reserve residents	\$7M leakage in Band programs. A high percentage of household expenditures leak out of Swan Lake First Nation	Leakage report performed by Swan Lake First Nation in 2011.



# Urban Reserve in Headingley and the Additional Portion of Land

**Location / Municipality:** 4820 Portage Avenue

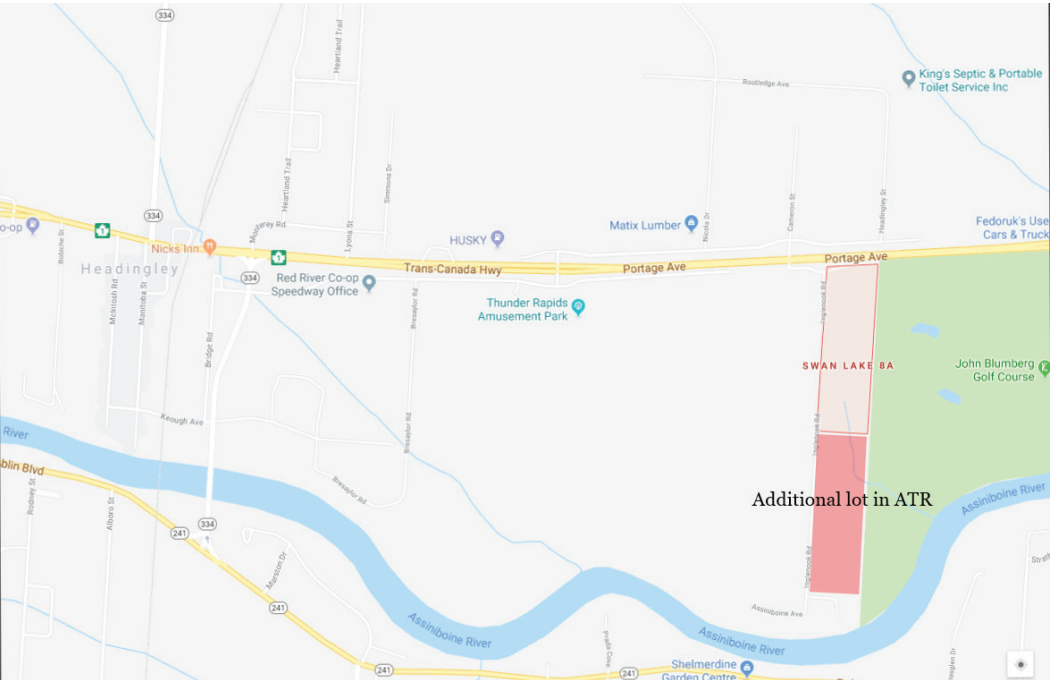
**Date of ATR:** April 28th, 2006

## Description of the Location

Swan Lake has 25 acres of reserve land at 4820 Portage Avenue. There are approximately 20 acres to be added to that parcel to the south. Swan Lake purchased that land through an agreement with the R.M. of Headingley and Manitoba Infrastructure.

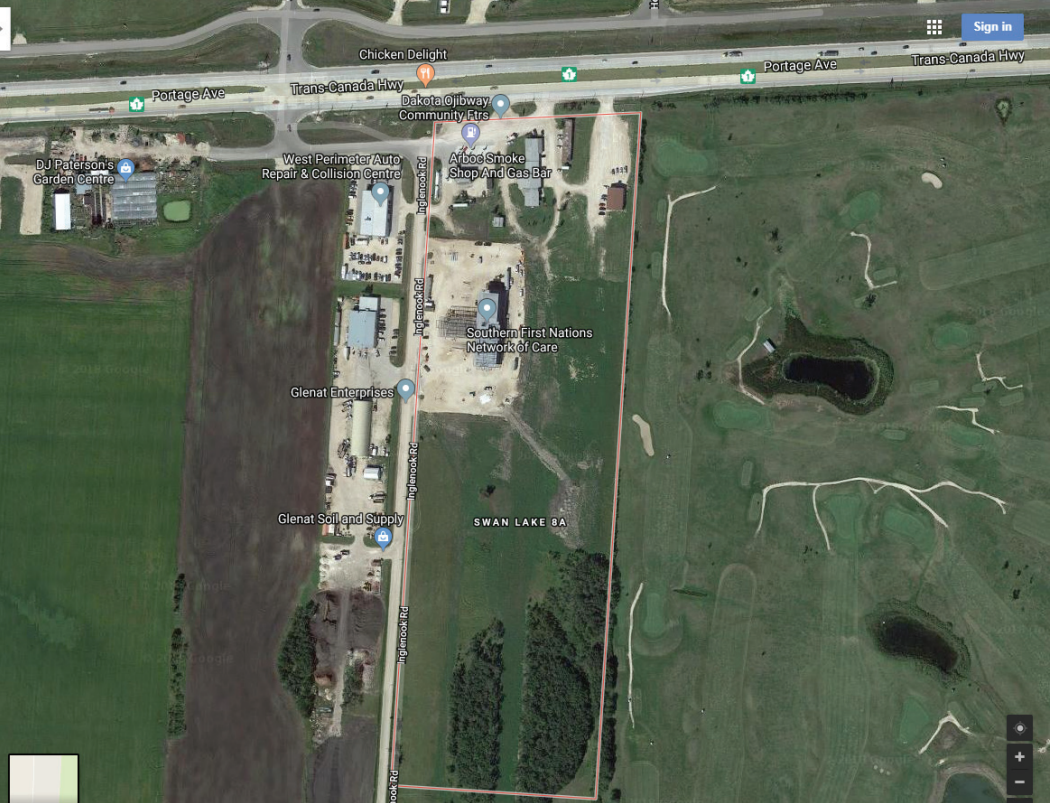
Even though it is on Manitoba Infrastructure (highways) land, the MDSA is signed between the Province of Manitoba, the R.M. of Headingley, and Swan Lake. In that agreement, it states that the additional 20 acres will become reserve status and that the present MDSA that Swan Lake has for the front part of the site will also apply to the new land once it becomes reserve. The sales agreement between Swan Lake and the R.M. has that clause in it as well. However, ISC will not convert the remaining 20 acres to reserve status until they get an amendment to the MDSA stating that very fact. There is a problem with the whole process of ATR. The conversion should have been automatic when it was stated in two agreements already, including the sales agreement, that the original MDSA was to apply to the new land. But ISC wants a third agreement signed before converting it to reserve status.

**FIGURE 4B.4:** Location of urban reserve in Headingley



Source: Google Maps

**FIGURE 4B.5:** Satellite view of urban reserve in Headingley



Source: Google Maps



## Business Development Over Time Narrative

The offer to purchase was accepted in December of 1999, and Swan Lake took possession of the land on March 1st, 2000. A Band Council Resolution was at the ISC one week later, on March 8, 2000. However, it took until April 28th, 2006 to get it converted to reserve status. That was when the minister signed off on it. It took 6 years and that was faster than normal. But it should not take that long.

On that land, Swan Lake member Larry Arboc owns the gas bar. He just got rid of the original building where people paid and there was a smoke shop, and he built the new building with a canopy over the pumps. So that business has expanded substantially. He did not have a restaurant there before, and now he has a Chicken Delight as part of the operation.

The office building was a motel when Swan Lake purchased it. Swan Lake converted it from a motel to an office building with a VLT lounge with 35 VLTs in it. They rented out all the office space until the new office building was completed. There is a 3-story, 53,000 square foot office space, and it was fully leased prior to opening its doors.

There are 22 tenants in the office building—everything from Southern Network of Care, Ma Mawi Wi Chi Itata Centre Inc., an engineering and energy firm, Dakota Ojibwe Health, TLEC, AMIK, and three different law firms. So, there is a wide variety of businesses renting space.

Swan Lake contracts out the management of the office building because the one building is not quite enough for one full-time position. But at the VLT lounge, there are about 10 employees, and they all likely qualify to have status. Even the project manager for the new building is Indigenous. Also, there are a number of Indigenous people doing construction for the building that is being built.

**FIGURE 4B.6:** Headingley urban reserve pictures



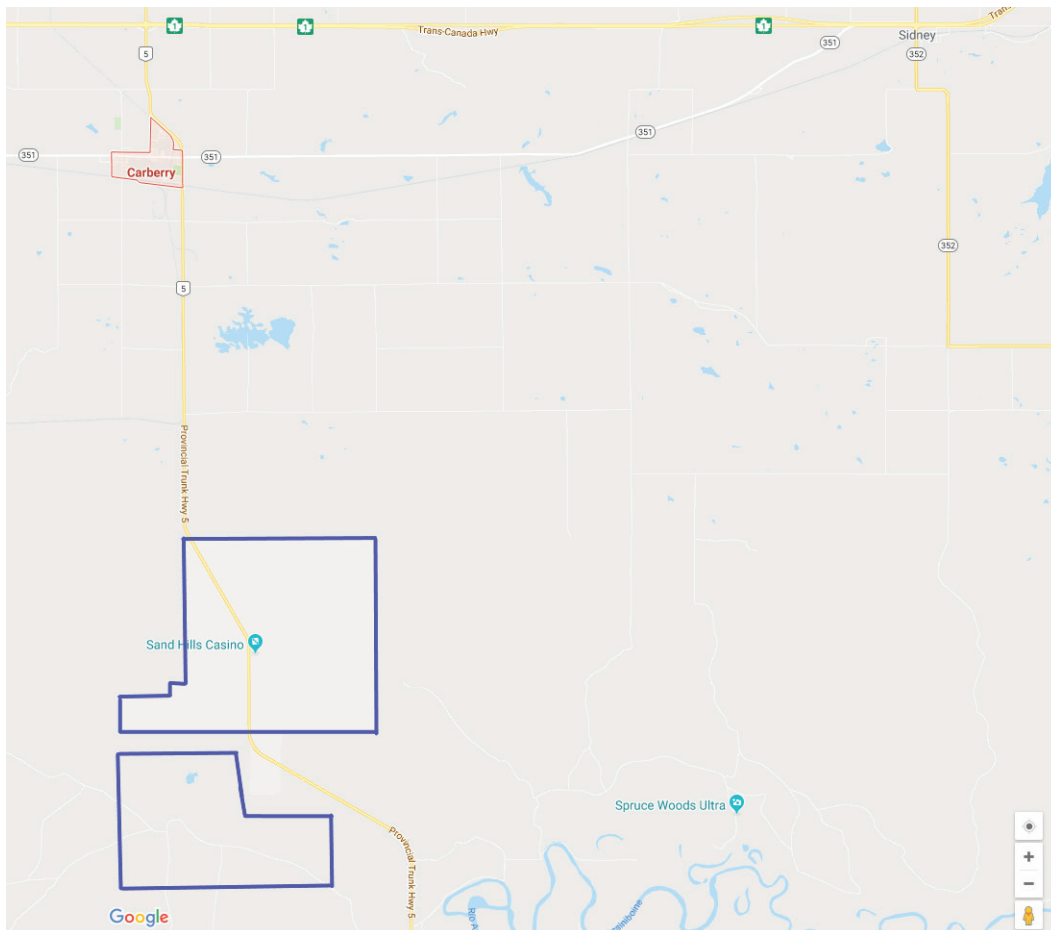
These pictures show the buildings and businesses on the Headingley converted land, as well as the end corner of the additional lot that is still to be converted to reserve.

## Other Converted Land (Not in an Urban Setting): Carberry

**Date of ATR:** November, 2006

**Description of the Location:** This piece of land was acquired from private and provincial Crown lands and was converted through ATR and TLE.

**FIGURE 4B.7:** Map of converted land near Carberry



## Business Development Over Time Narrative

The businesses operating on this land are a casino, a recreational vehicle (RV) park, cabin rentals, a water and wastewater system, and farm buildings. As well, there are residential homes (about 11) in this area. Water and sewage are managed by Swan Lake First Nation. The casino at Carberry is owned by all 63 First Nations, and it is the only business owned by all 63 First Nations in Manitoba. The building is owned by Swan Lake and rented out to all 63 First Nations for the casino.

## Future Plans for Swan Lake

Swan Lake will be constructing another office building. There is a waiting list for space in the current office building. Some tenants that are in there now want to expand, so Swan Lake can move them into the new space and put other people into the present building. Meanwhile, Swan Lake can start doing the study for the hotel and conference centre as well.

There are also some plans to expand some of the other projects at Carberry and at the main reserve. There is a plan to expand the buffalo ranch, as well as to add a small grocery store to the gas bar and convenience store on the main reserve, so people can buy their products close to home.

Swan Lake is looking at other things, such as other businesses that could open here. There are other band members that are starting up little businesses. Mr. Green shares:

*“So it is just a matter of where they want to go with some of their businesses. It is not necessarily how much money is made whether you are successful or not, it is what you are doing with that. When you hear the outline of this, that they have to make so much money, some people are happier doing what they do than making a lot of money. If they are making some money, and they are living and they are happy, who says that that is wrong?”*

## Appendix 4C: Nisichawayasihk Cree Nation Urban Reserve

Information obtained from the following websites:

<http://www.ncncree.com/ncn/> - accessed March 19, 2018.

[http://fnp-ppn.aandc-aadnc.gc.ca/fnp/Main/Search/FNMain.aspx?BAND\\_NUMBER=313&lang=eng](http://fnp-ppn.aandc-aadnc.gc.ca/fnp/Main/Search/FNMain.aspx?BAND_NUMBER=313&lang=eng) - accessed March 30, 2018.

### General Information

**Population:** 5,243 registered, and 3,016 people living on reserve.

Nisichawayasihk Cree Nation (NCN) is a First Nations band reserve (Number 313) located in northern Manitoba, approximately 690 kilometres north of Winnipeg. NCN is based in Nelson House, MB. NCN is approximately 67 km west of Thompson and is 10 km south of provincial trunk Highway 391 (See Figure 4C.1). Nelson House is located on the north shore of Footprint Lake, where the Burntwood, Footprint, and Rat Rivers meet. The Cree name Nisichawayasihk means “where the three rivers meet.” There are 18 reserves assigned to NCN, four located in Nelson House and one in Thompson, MB.

**FIGURE 4C.1:** Location of Nelson House (Nisichawayasihk Cree Nation) in northern Manitoba



Nisichawayasihk Cree Nation is governed by the Chief and Council. The chief is Marcel Moody and the councillors are Bonnie Linklater, Pat Linklater, Shirley Linklater, Willie Moore, Joe Moose, and Ron Spence.

*“Nisichawayasihk Cree Nation is developing governance and laws to strengthen its independence and the ability for its people to determine their future in a way that is based in Cree culture and traditions. A General Assembly April 25, 2018, is a historic day for NCN. It marks the review of the first laws to be passed under NCN’s own Constitution. NCN is taking a major step forward to assert sovereignty and to ensure there is accountability and transparency in the decision-making processes. Good governance is critical for the success of any Nation. Economic development requires stable, effective governing institutions.”<sup>35</sup>*

Nisichawayasihk Cree Nation has a registered population of 5,243 people as of June 2018.<sup>36</sup> The registered population living on reserve is 3,016. Members of NCN live in Nelson House, South Indian Lake, Thompson, Brandon, and Winnipeg.

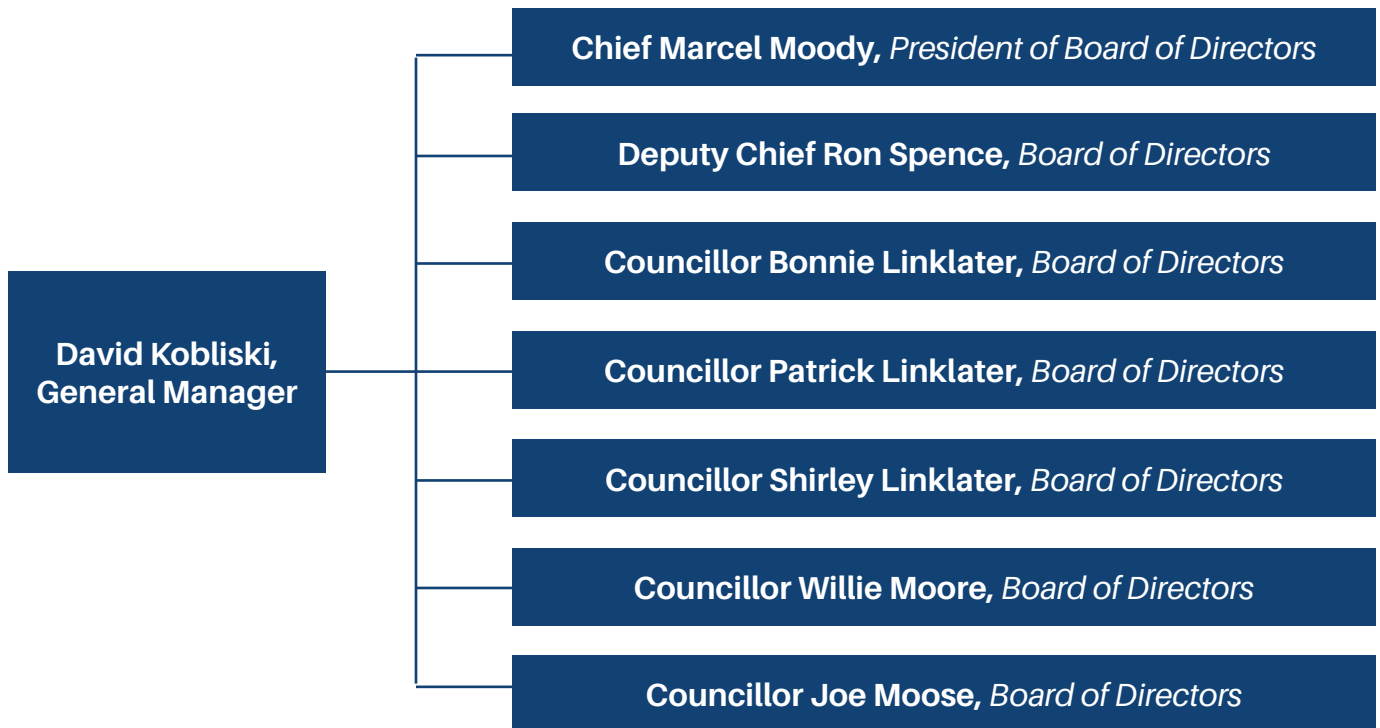
Nelson House has a wide range of services and infrastructure within the community. They include Atoskiwin Training and Employment Centre, Gilbert Macdonald Arena, Medicine Lodge, Nelson House Education Authority, Family and Community Wellness Centre, NCN Administration, Personal Care Home, and FM 98.1 community-owned NCN Achimowin Radio Station. Other companies out of NCN include, Mystery Lake Motor, Nisichawayasihk Construction Limited Partnership, Taskinigahp Power Corporation, and Nelson House Development Corporation.

## Nelson House Development Corporation

The Nelson House Development Corporation oversees and manages NCN-owned businesses, including those in the urban reserve (See Figure 4C.2). The Development Corporation was created in 1992 and is governed by the NCN Chief and Council, with a general manager and staff for day-to-day operations. The Development Corporation is motivated to fulfil NCN’s vision of sovereignty, self-sufficiency, and self-governance. The Development Corporation office employs three full-time staff to manage several existing NCN companies and businesses, which have tens of millions of dollars in assets and employ upwards of 100 workers.

<sup>35</sup> Nisichawayasihk Cree Nation. (2018).

<sup>36</sup> INAC. (2018).

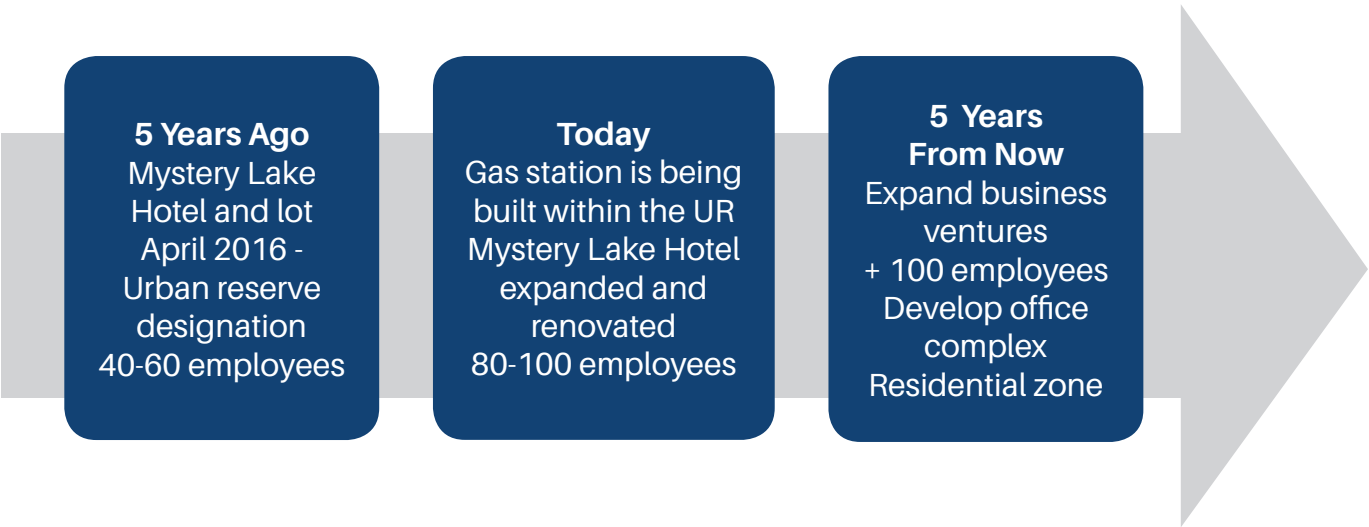
**FIGURE 4C.2: NCN Board of Directors organizational chart**

## Indigenous Way / Indigenous Approach to Economic Development

Nisichawayasihk Cree Nation is benefitting greatly from pursuing, acquiring, and developing urban land space inside the City of Thompson, MB. Creating and establishing a progressive Development Corporation and striving for sovereignty, self-sufficiency, and self-governance will enable NCN to enjoy increasing success in economic development for the community and its members. These successes are evident in the businesses they own within the community and beyond, their development of their own laws and governance, and their development of an urban reserve. Money generated by the Development Corporation is put into capital, business development, and NCN government-run programs. The search continues for viable economic opportunities to create a foundation for future success (See Figure 4C.3).



FIGURE 4C.3: Key growth facts



## Urban Reserve in Thompson

**Location / Municipality:** 58 Cree Road in the heart of Thompson, MB

**Date of ATR:** In 1997, the Treaty Land Entitlement (TLE) Agreement was signed with NCN.

FIGURE 4C.4: Location of NCN Urban Reserve



Source: Google Maps

## Description of the Location

The TLE Agreement entitles NCN to an additional 80,000 acres of reserve land in Treaty 5. In March 1998, NCN purchased the land and business where the Mystery Lake Hotel complex in Thompson, MB, is currently located (See Figure 4C.5). A Municipal Services Agreement was developed with NCN and the City of Thompson in 2005 and updated in 2010. On May 20th, 2016, NCN announced that the Addition to Reserve (ATR) in Thompson was completed. On September 20, 2016, the land was converted to urban reserve.

The NCN Urban Reserve is located at 58 Cree Road in the heart of Thompson, MB. It is 4.21 acres in area. The Mystery Lake Motor Hotel and the Trappers Tavern are currently located on the land. A gas bar is also being constructed there. There are 90 individuals employed at the urban reserve. NCN provides training in hospitality, management, and accounting to their community members for work at the urban reserve and NCN's other companies. Revenue generated within the urban reserve aids in funding NCN programs and services. Future developmental of the remaining lot in the area has yet to be determined.

**FIGURE 4C.5:** Front of NCN Mystery Lake Hotel



## Appendix 4D: Opaskwayak Cree Nation Urban Reserve

### Information obtained from the following websites:

[www.opaskwayak.ca](http://www.opaskwayak.ca)

[http://fnp-ppn.aandc-aadnc.gc.ca/fnp/Main/Search/FNMain.aspx?BAND\\_NUMBER=315&lang=eng](http://fnp-ppn.aandc-aadnc.gc.ca/fnp/Main/Search/FNMain.aspx?BAND_NUMBER=315&lang=eng) - accessed March 31, 2018.

<http://www.opaskwayakcreenation.ca/index.html> - accessed July 20, 2018.

### General Information

**Population:** 6,149 people, registered as of June 2018, with 3,350 people living on-reserve.

Opaskwayak Cree Nation (OCN) is a First Nations band reserve (Number 315) located in west-central Manitoba. Provincial Trunk Highway (PTH) 10 passes through parts of OCN (See Figure 4D.1). OCN is located at the junction of the Saskatchewan and Pasquia Rivers, and Reader Lake lies near the northern part of the reserve. The Town of The Pas is directly adjacent to OCN on the south bank of the Saskatchewan River. There are 21 reserves assigned to OCN, 8 of which are adjacent to The Pas.

Opaskwayak Cree Nation is governed by a Chief and Council. The Onekanew (Chief) is Christian Sinclair, the Vice Onekanew (Vice Chief) is Jennifer Flett, and the 7 councillors are Omar Constant, Edwin Jebb, Lori Lathlin, William Lathlin, John Martin, John Nesacapow, and Jeremy Sinclair. OCN is a self-governing Cree Nation. Elections are held every two years for a Chief and 12 councillors. They establish policy and provide direction for the administration of OCN public and community services.

From the OCN website:

*“OCN is a thriving community, which, since the 1960s, has pursued the road to autonomy through the development of strategies that enhanced its economic base while controlling its own commercial enterprises, education and health services, community works, and finances. This has allowed OCN to expand and prosper. OCN continues to develop this economic base by selecting and acquiring many new goods and service providers.”<sup>37</sup>*

Opaskwayak Cree Nation has a wide range of services and infrastructure within the community including the OCN Housing Authority, OCN

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<sup>37</sup> [www.opaskwayak.ca](http://www.opaskwayak.ca)

**FIGURE 4D.1:** Location of OCN and The Pas in west-central Manitoba



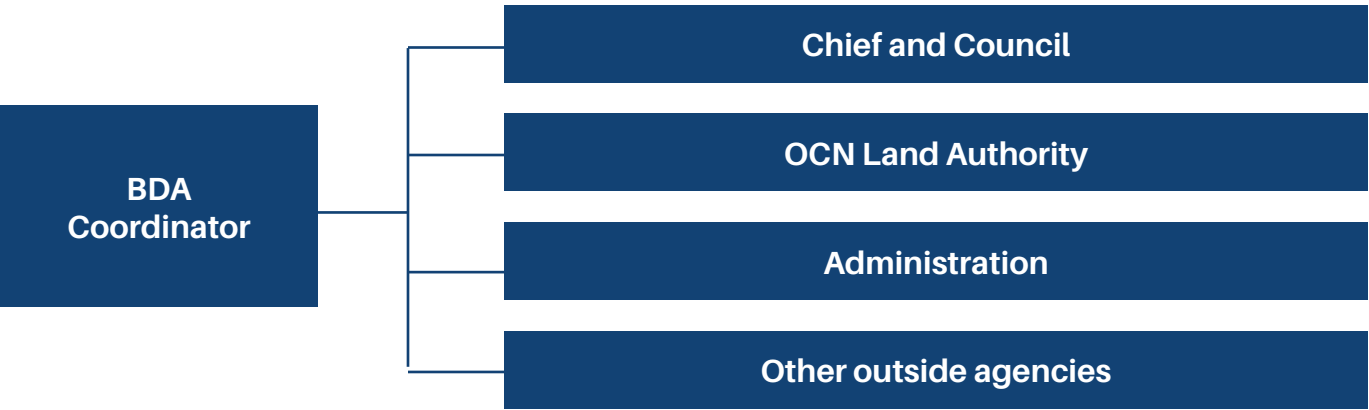
Source: Google Maps

Membership Office, OCN Recreation Services, Gordon Lathlin Memorial Center, OCN Parks, OCN Youth Centre, OCN Fire Department, Animal Control services, OCN Community Works and Operations, OCN Septic Services, Beatrice Wilson Health Centre, Rod McGillivray Home Care, Hilda Young Child Day care Centre, Faith Services, OCN Social Services Department, OCN Social Assistance, OCN Employment and Training Centre, Opaskwayak Education Authority, Kindergarten Cree Immersion, John A. Ross School, Oscar Lathlin Collegiate, OCN Police Services, OCN Child and Family Services, Natotawin free newspaper, and the Lands Department. Other notable establishments by OCN include the Otineka Mall, which was built in 1975 and was OCN's first major contemporary economic achievement, the Aseneskak Casino, and the Kikiwak Inn. Lastly, OCN purchased the right to operate a Manitoba Junior Hockey League team, the OCN Blizzards.

## Band Development Authority Corporate Structure

The Band Development Authority (BDA) is the legal entity in OCN that oversees operations of the following departments: the Membership Department, Treaty Land Entitlement Agreement, Claims, and OCN Gaming Commission. The BDA—under the direction of the Board of Directors, Chief, and Council—manages the development and implementation of by-laws and seeks and refers legal opinions.

**FIGURE 4D.2: Band Development Authority**



The BDA Coordinator is responsible for the representation and management of the above-mentioned departments, the OCN Land Authority, Chief and Council, Administration, and other outside agencies (See Figure 4D.2). In addition, the BCA Coordinator develops and monitors annual budgets for each department in BDA and the OCN Land Authority. Issues and concerns are submitted to the BDA Board of Directors and/or OCN Land Authority, which then provides a recommendation and/or approval to Chief and Council and Administration. The OCN Land Department conducts rigorous community consultations to educate, inform, and obtain approvals or disapprovals from the community members.

OCN is the largest employer in the surrounding area. Money generated from the activities discussed goes back to the community. OCN provides employment training, develops social programs, builds new infrastructure, and updates existing infrastructure, further exploring opportunities in the area and beyond, as well as educational opportunities. OCN believes education is paramount for the success of a nation (See Figure 4D.3).



**FIGURE 4D.3: Key growth facts**

## Future Urban Reserves

On January 22, 1999, OCN executed the Treaty Land Entitlement (TLE) Agreement, thereby setting aside 56,068 acres of land to be converted to reserve land. In addition, compensation money, approximately \$1.3 million, was provided for community projects. TLE trustees, who are elected by members living on reserve, manage and administer the compensation money. When TLE money is requested for funding through the Chief and Council, members in the community take a vote.

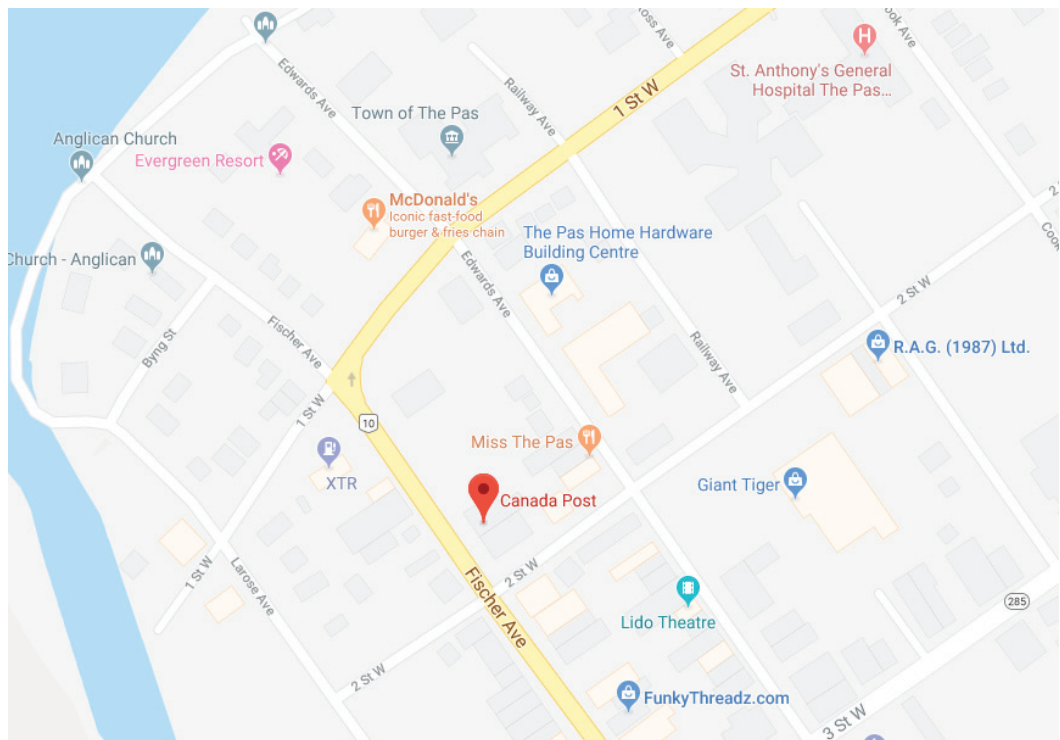
On June 20, 2002, OCN developed the OCN Land Code, with amendments ratified in 2005 and 2012. The Land Code allows OCN to manage their own lands. The OCN Land Code applies to lands converted to reserve land from TLE, Crown land, and other/3rd party land. A community approval vote is required to accept any additional land where management and jurisdiction of the OCN Land Code will apply.

Crown lands have been identified by OCN for conversion to reserve land. As of 2018, a total of 29,685 acres of Crown land was converted to OCN reserve land. As early as July 17, 2017, one reserve was converted to OCN.

The TLE agreement also provides approximately \$2.2 million for purchase of up to 8,410 acres of other land. Several parcels and land lots have been identified by OCN. Full conversion to urban reserves has yet to be completed. On April 12, 2010, OCN acquired surplus federal land in the City of Thompson. OCN and Thompson signed a Memorandum of Understanding (MOU) for the land, but the land has not yet been developed. In addition, OCN purchased existing residential units/buildings and vacant lots in the Big Eddy settlement located 7 kilometres northwest of The Pas. OCN is continuing to pursue the conversion of the land in Big Eddy to reserve status.

OCN has acquired urban land space within the Town of The Pas, including the post office building (see Figure 4D.4), the previous theme park location in the town centre, and the Valley View Trailer Park, which the community will update and modernize to residential infrastructure. OCN acquired these properties many years ago and has been paying for services from the Town of The Pas. Also acquired in town and the surrounding areas is land along the railway and a parcel of farm land. All of the acquired lands have potential for further economic development for the community.

**FIGURE 4D.4:** Location of the post office building in The Pas, MB



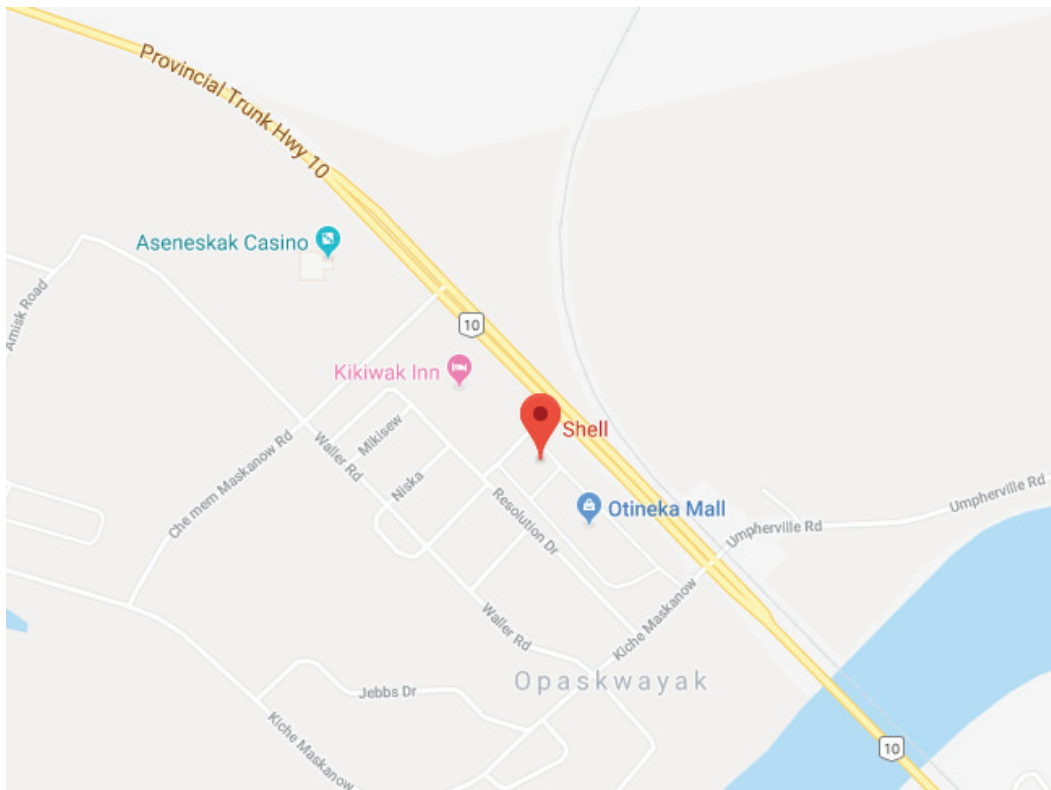
Source: Google Maps



**FIGURE 4D.5:** Post office building in The Pas, MB



**FIGURE 4D.6:** Location of Otineka Mall and other OCN businesses



Source: Google Maps

**FIGURE 4D.7: Otineka Mall**



## Appendix 4E: Sapotaweyak Cree Nation Urban Reserve

### Information is from the following websites:

<https://sapotaweyakcreenation.weebly.com/about-us.html> - accessed March 13, 2018.

[http://fnp-ppn.aandc-aadnc.gc.ca/fnp/Main/Search/FNMain.aspx?BAND\\_NUMBER=314&lang=eng](http://fnp-ppn.aandc-aadnc.gc.ca/fnp/Main/Search/FNMain.aspx?BAND_NUMBER=314&lang=eng) - accessed March 13, 2018.

### General Information

Sapotaweyak Cree Nation (SCN) is a First Nations band reserve (Number 314) located in west-central Manitoba approximately 400 kilometres northwest of Winnipeg. SCN is approximately 90 km northeast of Swan River and 40 km east of Provincial Trunk Highway (PTH) 10. SCN is located along the shores of Lake Winnipegosis (See Figure 4E.1). Adjacent to SCN is the Pelican Rapids community and Shoal River Indian Reserve. There are 12 Indian Reserves assigned to SCN, two of which are urban reserves located within the Town of Swan River.

Sapotaweyak Cree Nation is governed by Chief and Council. The current Chief is Nelson Genaille and the Councillors are Augustus Chartrand, Louella Chartrand, Reynold Cook, Derry Hellwege, and Mary Lou Leask.

**FIGURE 4E.1:** Location of Sapotaweyak Cree Nation in west-central Manitoba

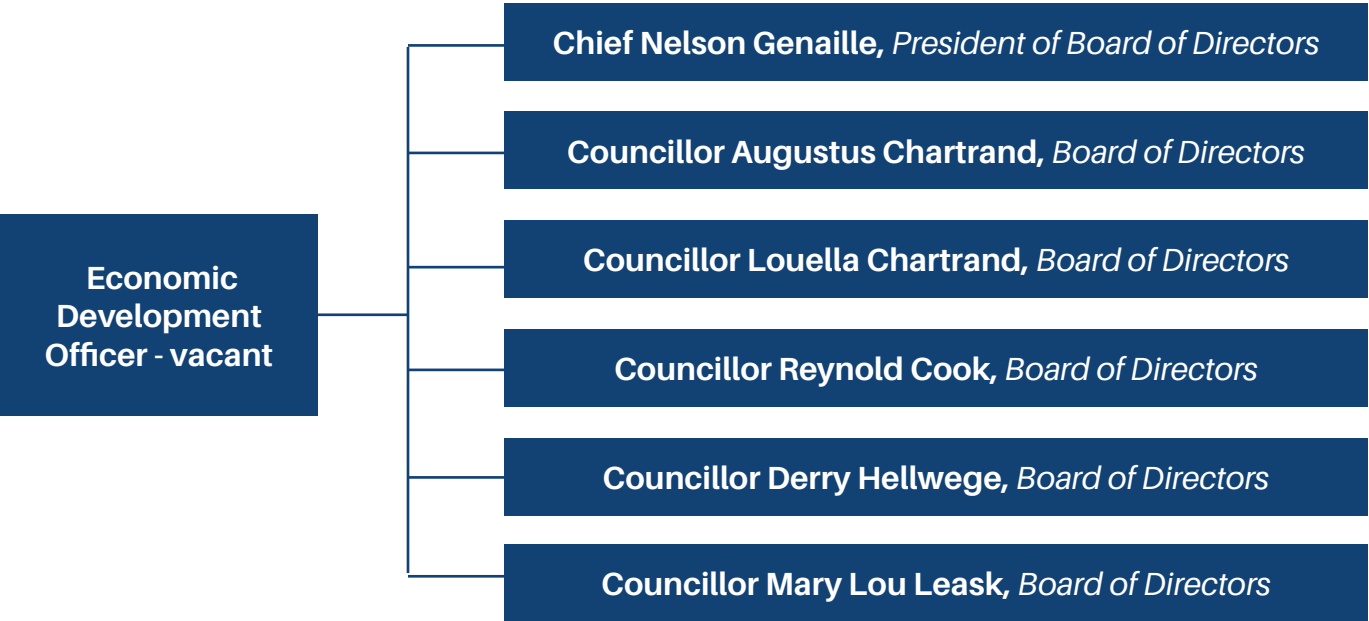


Source: Google Maps

Sapotaweyak Cree Nation (SCN) has a registered population of 2,581 as of June 2018. The registered population living on reserve is 921 people. The remaining 1,660 people live off reserve. SCN has several organizations on reserve, including the band office, the new school, the health centre, the Northern Convenience Store & Gas Bar, the Bertha Gott Day care Centre, the SCN Arena Complex, the SCN Community Centre, the SCN Loonie Bin, and the 96.9 FM radio station. The radio station broadcasts daily local programming and NCI FM. The community also has many small home-based businesses that sell beadwork, sweet grass braids, and traditional moccasins.

Currently, the Chief and Council of SCN are the board of directors for the urban reserve development (See Figure 4E.2). SCN is in the process of creating an arm’s-length business corporation that could oversee economic planning and distribution of the urban reserves. As of today, Club Sapp, a Video Lottery Terminal (VLT) gaming facility, employs 9–30 individuals within a year and generates approximately \$1 million annually. The money generated from the gaming centre goes back to the community to fund cultural, social, and economic initiatives. Examples of such initiatives include purchasing a bulldozer for use in the community, funding youth events, employing local individuals, and allocating emergency funds for the community. In five years, SCN is looking forward to expanding Club Sapp and further developing the second urban reserve property in Swan River.

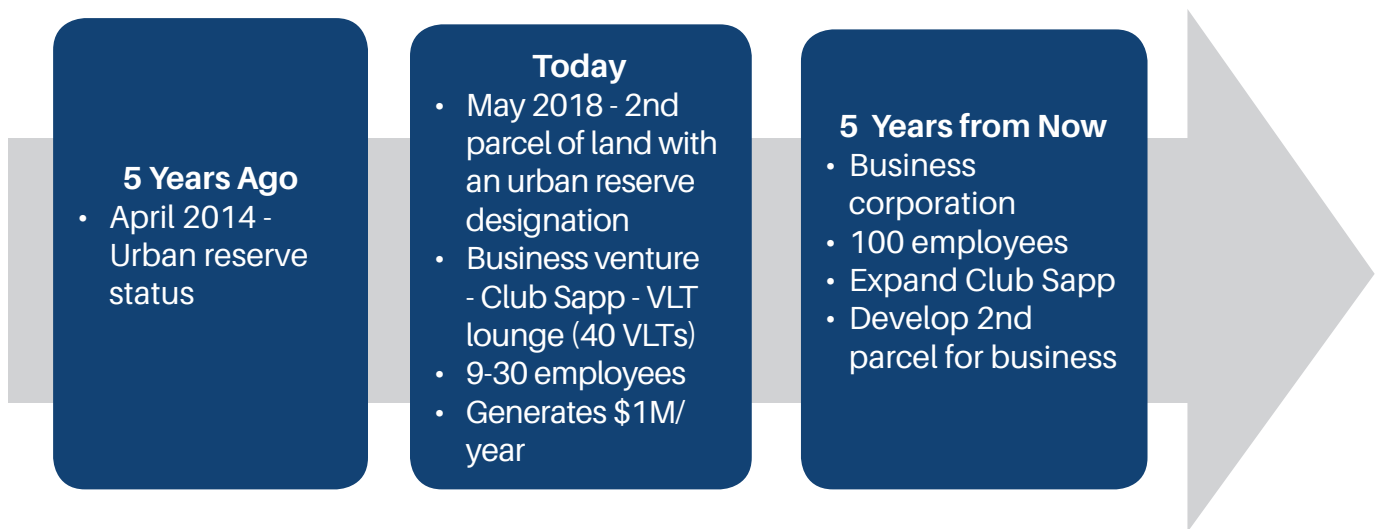
**FIGURE 4E.2:** SCN Board of Directors organizational chart



## Indigenous Way / Indigenous Approach to Economic Development

Sapotaweyak Cree Nation members are benefiting greatly from pursuing, acquiring, and developing urban land space in the Town of Swan River. They are using the \$1 million annually generated money to fund cultural, social, and economic initiatives. The SCN accomplishments in urban-reserve development mirrored the success of other communities in Manitoba including Long Plain First Nation in Winnipeg and Portage La Prairie, Swan Lake First Nation in Headingley, and Nisichawayasihk Cree Nation in Thompson.

**FIGURE 4E.3: Key growth facts**





**TABLE 4E.1: SCN indicators**

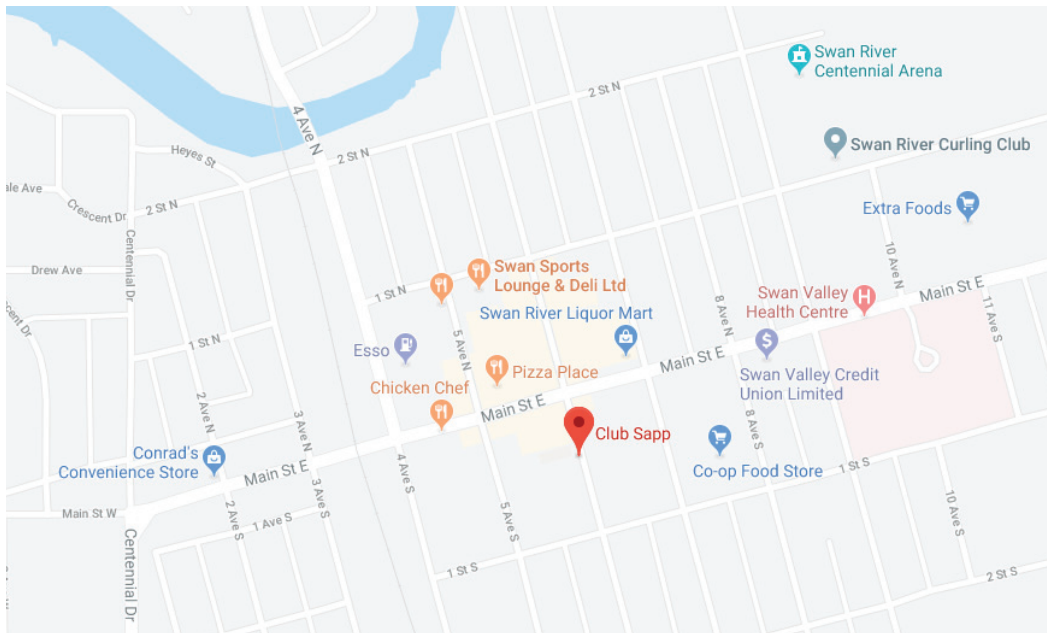
Indicators	SCN
Registered Population	2581
Population on reserve	921
Reserve Land Size (acres)	
Existing URs	2
UR in ATR	
Location of UR	Swan River
UR Land Size (acres)	0.14
	0.21
Businesses on UR	1
Jobs on URs	9-40

## Urban Reserves

On July 30, 1998, the Treaty Land Entitlement (TLE) Agreement was signed between SCN, the TLE Committee of Manitoba, the Government of Canada, and the Province of Manitoba. The agreement entitles SCN to select 108,134 acres of Crown land and purchase 36,045 acres of other land for economic development and social benefits. On April 3, 2006, SCN acquired 0.14 acres of urban land in the Town of Swan River. On March 15, 2012, a Municipal Development and Services Agreement (MDSA) was signed with Swan River for a parcel of land that SCN purchased. MDSAs are essential during the TLE land-conversion process, as they allow Canada to set aside urban reserve land for communities such as SCN. In addition, on August 16, 2017, Swan River signed a MDSA for a second parcel of land purchased by SCN on October 19, 2015, again under the TLE Agreement. The second parcel of land is approximately 0.21 acres of urban land. As of February 2014, Canada converted approximately 99,071 acres of Crown land and 0.14 acres of other land to SCN reserve under the TLE Agreement.

The first urban reserve for SCN is located at 108-6th Avenue in Swan River, Manitoba (See Figure 4E.4). It is 0.14 acres in area. It was previously a Liquor Control Commission office property. It is now a VLT gaming facility named Club Sapp. The grand opening of Club Sapp was on February 5, 2015.

**FIGURE 4E.4:** Location and photo of exterior of Club Sapp, first urban reserve for SCN, in Swan River, MB



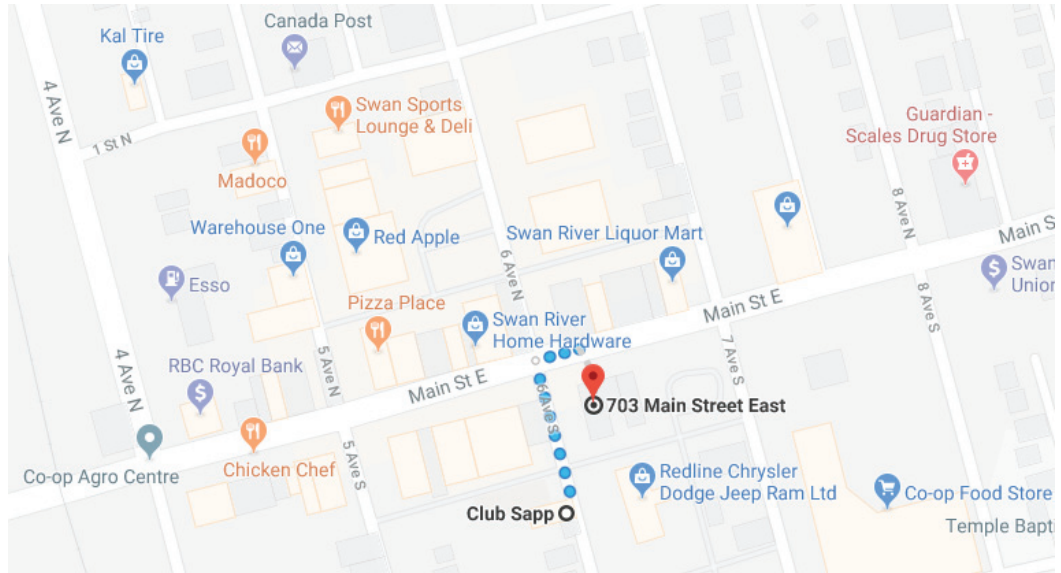
Source: Google Maps





The second urban reserve for SCN is located at 703 Main Street in Swan River (See Figure 4E.5). It is approximately 0.21 acres in area and approximately 100 meters north of Club Sapp. The location was once occupied by the Valley Hotel building, which has since been torn down. It has not been decided what will be constructed on the site, as the second urban reserve is still in the planning stage.

**FIGURE 4E.5: Second urban reserve site for SCN in Swan River, MB**



Source: Google Maps

**FIGURE 4E.6: Future Site of Petro gas station. July 11, 2018**



## Appendix 4F: Birdtail Sioux First Nation Converted Land (Not In An Urban Setting)

**Source:** Interview with Ken Chalmers and information on the following websites:

<http://www.aadnc-aandc.gc.ca/eng/1357840941868/1360161410974>

<http://www.aadnc-aandc.gc.ca/eng/1100100020406/1100100020407>

### General Information

**Population:** 737 people

Birdtail Sioux is not a signatory to any treaty with the Government of Canada.

### Historical Background

The Sioux (also known as Dakota) people are originally from the Great Plains. The Sioux came in contact with American settlers inching further west past the Appalachians during the 1800s. Seen as a threat to American expansionism, the various Sioux tribes became targets of the American military, who sought to push the Sioux from their traditional homeland in the name of Manifest Destiny.

The Sioux were a warrior people, and they fought back. They defeated General Custer at the Battle of Wounded Knee. Under the leadership of the greatest Sioux Chiefs, Sitting Bull and Crazy Horse, they asserted their right to self-determination and the preservation of their way of life in the face of colonialism. Many Dakotas stayed in the United States and were eventually granted reserves upon which to live. Some others fled north, towards the border with the British colony of Canada. Many settled in present-day Manitoba. They were not welcomed with open arms, either by the Canadian settlers or the local First Nations. According to Chief Ken Chalmers, the women and children of a tribe near Lake Manitoba were slaughtered while the men were off fighting the Americans down south. Seen as outsiders, refugees from the south, the Dakotas were the only First Nation in Manitoba who were not signatories of a treaty with the Crown.<sup>38</sup>

38 INAC (2010). Treaties in Manitoba. Retrieved from <http://www.aadnc-aandc.gc.ca/eng/1100100020406/1100100020407>

Eventually, reserves were granted to the Sioux living in Canada, but not under the jurisdiction of any treaty with the Crown. Even then, their children were taken away to attend Canada's residential schools. Today, the struggle of the Sioux reserves (and indeed, most First Nation reserves) is to find meaningful ways of development, to lift their people out of poverty, and to protect their culture, despite the substantial disadvantage and historical injustices that have been brought upon them. One such reserve is the Birdtail Sioux First Nation.

As part of their economic development efforts, Birdtail Sioux has tried to purchase land several times. They originally wanted to start an urban reserve in Russell, Manitoba, but when they tried to purchase land from the municipality of Russell-Binscarth, the municipality voted no. Later in 2008, Birdtail acquired 10 acres of land in the rural community of Foxwarren for eventual use as an Economic Development Zone (EDZ). The building was an abandoned school, priced at \$60,000. Once the First Nation expressed interest in buying it, the price rose to \$240,000. With the help of investors, Birdtail Sioux managed to secure the land.

The process of adding Foxwarren's piece of land to Birdtail Sioux First Nation was to transfer it to the federal government first and then to the First Nation. As part of the application, the First Nation needed to secure a Municipality Service Agreement with the Rural Municipality of Prairie View so that amenities could be extended to the new reserve land. After four years of negotiation, the municipality finally budged on the issue. The MSA alone took four years, and the total ATR process took 10 years.

Birdtail Sioux's main reserve is perfectly situated for a rail line that could ship oil, potash, and other commodities from Manitoba to all over North America. Chief Chalmers thought this was a great opportunity for developing their reserve, and he wanted to strike a deal with CN and some other companies to not only get a spur line built, but also an oil terminal on their reserve.

Many members of the band were not enthused with the idea of working with large oil companies, especially since this deal was happening right after the catastrophic Lac-Mégantic rail disaster in Quebec, in which half of a small town's downtown was burnt to the ground from an oil-related explosion. The deal was shut down by environmentalists and the Idle No More activist movement, and Chief Chalmers was voted out of office in 2013.

In 2015, Chief Chalmers was re-elected, and he continued to pursue his strategy of corporate partnerships as a means for development. A spur line has now been built through Birdtail Sioux's reserve, and they have an oil terminal in the works. They have set aside 1,800 acres of reserve land for industrial development, with the hope that close access to the railway will give them the competitive advantage. Because of their ideal location and their tax exempt nature under federal law, Chalmers believes Birdtail can ship oil, potash, grains, and other commodities in a very competitive manner in the future. They also plan to expand into Russell with an urban reserve, once enough capital can be secured.

The Sioux have always had a strong spirit of independence resonating through their community. While they do receive funding to an extent from the Government of Canada, they are not a treaty First Nation, and thus the government has no legal obligations to help them develop. Chalmers' focus has been on Birdtail Sioux becoming self-sufficient through its role in commodity transport and its operation of regional gaming centers.

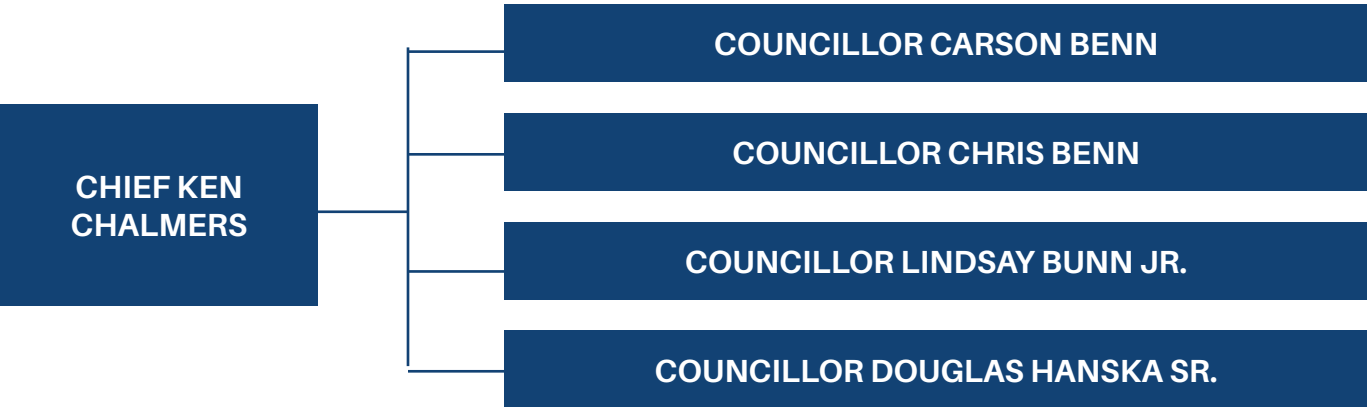
Through their solid urban reserve strategy and corporate partnerships, Chief Chalmers and the Birdtail Sioux First Nation hope to reverse the destructive forces of the past and put themselves on a path of growth and independence for the future.

## Birdtail Sioux Corporation and Governance Structure

The Birdtail Sioux corporate structure is very simple: the reserve has 100% equity over the corporation they use for all their business dealings. The corporation is run by the Chief and Council. There are five members of the board of directors, the Chief (currently Ken Chalmers) and four councillors.

Although the ownership structure of the corporation is very simple, there are strong checks in place to prevent misuse of the company's profits. All surplus profits that are not being reinvested into the EDZ are placed in a trust fund. To access the money in the trust fund for a project, the council must get a lawyer, auditor, and First Nation representative to sign off on it. This makes it harder for corruption to manifest within the council.

**FIGURE 4F.1: Board of Directors of Birdtail Sioux Corporation**



Other Company Holdings and Corporate Partnerships

In addition to its EDZ in Foxwarren, Birdtail Sioux owns a number of other assets:

- \$5 million worth of real estate in Winnipeg, Brandon, Portage la Prairie, and Virden.
- An “equity position” in the potash near their territory.
- Control over the spur line going through their reserve.
- An oil terminal.
- \$30 million worth of deals with Enbridge.

Birdtail Sioux is working with Weiwei Capital, a Chinese natural resources company, to sell potash to China; 90% of the potash that will eventually be mined in the area will go to China, at above market prices. Birdtail also has deals with CN and Enbridge, and it will soon have deals with many more oil companies that want to utilize their oil terminal and ability to ship via rail. Birdtail plans to partner with other industrial corporations to promote manufacturing on the 1,800 acres of land they’ve set aside for business development. Chalmers has specifically expressed interest in manufacturing solar panels on the reserve.

Looking towards the future, Birdtail Sioux plans on using its ability to ship to anywhere in North America within 3-10 days and its tax advantages to become a leader in shipping and manufacturing. These industries will hopefully provide ample employment opportunities for the children of Birdtail Sioux and pave the way for economic development.

## Indigenous Way / Indigenous Approach to Economic Development

In Birdtail Sioux First Nation, 50% of the profits generated from its business operations are reinvested in the businesses, but the other 50% goes back to the reserve and is used to improve the lives of the entire community. Specifically, it is used to fund sports programs, culture and language programs, and even horse riding for the kids of Birdtail.

Chief Chalmers says that his motivation to develop his reserve comes from the 146 kids that are grade 9 and under living on Birdtail Sioux. He has four years until these kids start graduating, and he wants to ensure that there are opportunities for them to find gainful employment. Their parents may have been scarred by residential schools, but there is no reason the children need to follow in their footsteps. Chalmers believes that the only way to break the cycle of poverty is to develop industry on the reserve so that these kids have hope for the future.

Some of the profits are used to help those on Birdtail become better employees and more responsible members of the community. Ken Chalmers talks about “job coaches” whose sole purpose is to ensure that members employed at Birdtail Sioux businesses or elsewhere off the main reserve are having a smooth transition to working life. Job coaches, funded by Birdtail, help workers get to their jobs on time by giving them rides and aid them in conflict resolution between employees and employers.

Finally, much in the Indigenous spirit, Birdtail Sioux is more than happy to help the surrounding community with their business ventures. Their regional gaming center can offer much bigger pots for bingo, and so it put the area’s church bingo nights out of business. But Birdtail allowed the church groups, and even the firefighters, to have their bingo nights at Birdtail’s regional gaming center, allowing the other communities to continue having fun social outings. Birdtail Sioux makes approximately \$200,000 a month from their bingo operations, and all of this money goes towards housing, social programs, and recreation for kids on the main reserve.



**FIGURE 4F.2: Key growth facts**



## Foxwarren Economic Development Zone

**Location / Municipality:** RM of Prairie View

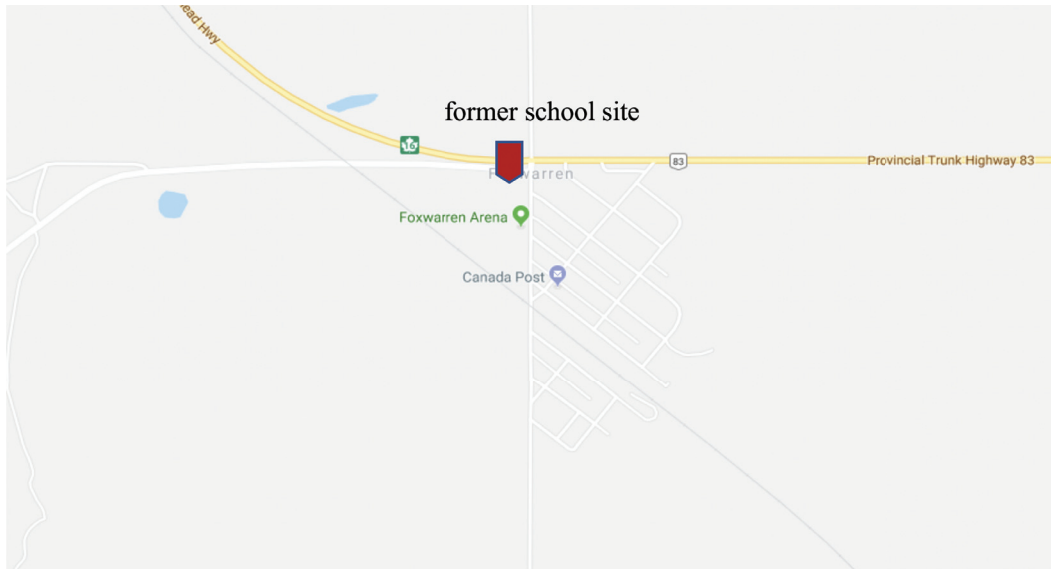
**Date of ATR:** 2016

**Description of the Location:** Located on Highway 16 (Yellowhead)

The Foxwarren EDZ is classified officially by the government as a “regional gaming center.” This is because the primary building on this land will be a gaming facility.



**FIGURE 4F.3:** Former school site in Foxwarren



Source: Google Maps

**FIGURE 4F.4:** Former school site in Foxwarren. Photo from 2014.



Source: Google Street View

## Future Plans

Birdtail Sioux First Nation has plans for growth on their EDZ. There will be the gaming center, a shop which sells cigarettes and cannabis, and a gas bar/convenience store, which will be managed by Petro Canada. There are talks about constructing a potash mine in the area, and Birdtail Sioux wants to capitalize by building a hotel on their EDZ to house some of the labourers for that project. They also plan on opening a restaurant on the EDZ. The manager of Sidney's in Winnipeg has purportedly agreed to help train staff when the restaurant is constructed.

Birdtail Sioux plans on selling its real estate equity to raise the capital necessary for these expansions. They are also in talks to purchase Asessippi Ski Resort and other land in Russell. Due to the tax exempt nature of Birdtail Sioux, it makes sense for them to own the resort so that it pays much less in taxes. Then, Birdtail will give a kick back to the previous owners, who will maintain a 49% stake in the resort. In this way, all parties benefit from this land becoming a second EDZ.

Birdtail also sees an opportunity to sell cigarettes to Indigenous people from Saskatchewan because they are limited to buying one pack of cigarettes on the reserves in Saskatchewan. They cross the border and purchase their cigarettes in Manitoba, and Birdtail wants to corner this market. Chief Chalmers predicts that this second EDZ in Russell could generate up to \$2 million in revenue annually.

## Appendix 4G: Peguis First Nation Urban Reserve (Not Yet Converted to Reserve)

**Source:** Interview with Peguis Development Corporation Chief Executive Officer, Randy Councillor and information on the following websites:

<http://www.peguisfirstnation.ca>

<https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/Page.cfm?Lang=E&Geo1=CSD&Code1=4619059&Geo2=PR&Code2=46&Data=Count&SearchText=peguis&SearchType=Begins&SearchPR=01&B1=All>

### General Information

**Population:** 10,000 people

**Land size in km<sup>2</sup>:** 310.81

**Treaty # 1**

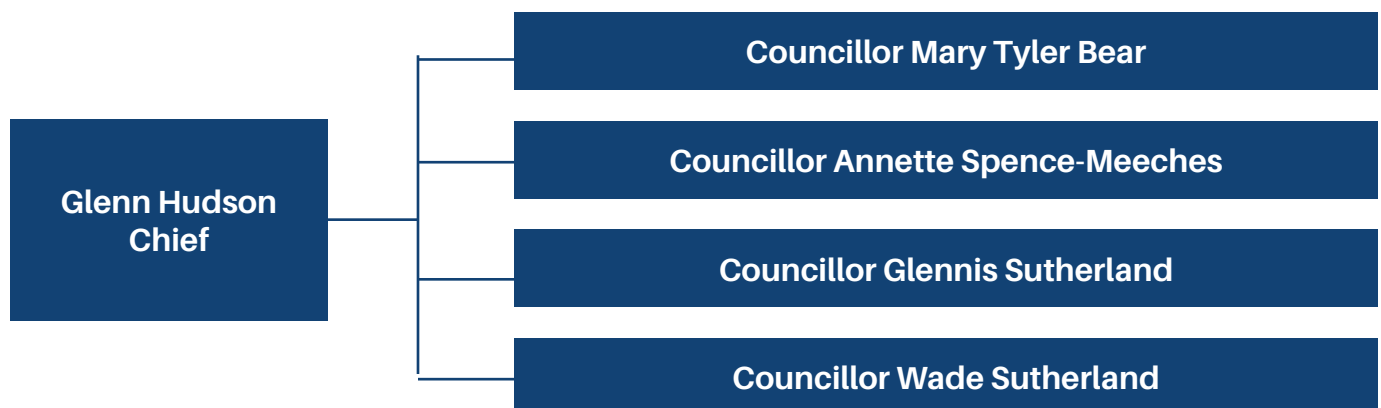
**From the Peguis First Nation website:**

*“Peguis First Nation is the largest First Nation community in Manitoba with a population of approximately 10,000 people of Ojibway and Cree descent.”*

### Peguis Council Structure

The Peguis First Nation’s governing body is a council of five elected officials: four Councillors and one Chief. The following is a graphical representation of the governance structure of the council:

**FIGURE 4G.1: Board of Directors of Peguis First Nation**

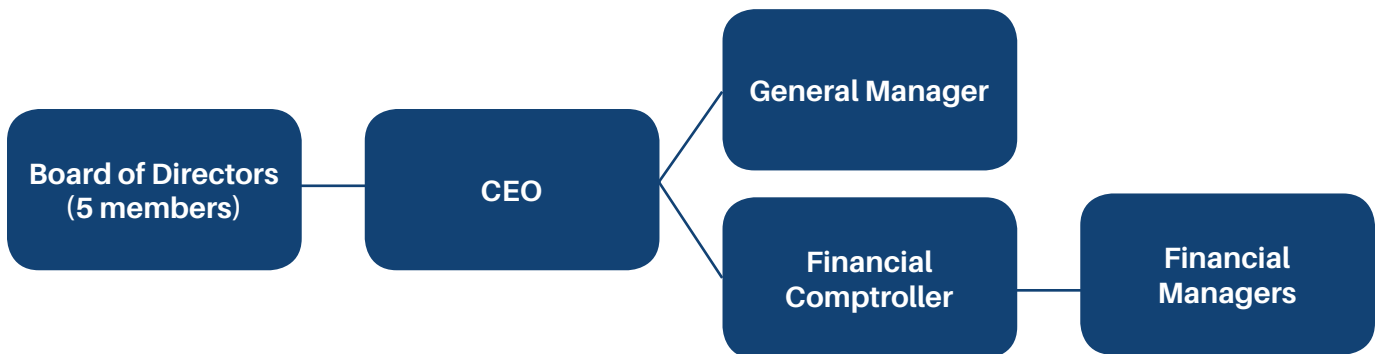


## Peguis Development Corporation Corporate Structure

The Peguis Development Corporation is “a service organization with a specific mandate to address and deliver the economic development programs for Peguis First Nation.”<sup>39</sup> The Peguis Development Corporation is the entity that deals with all on-reserve business and infrastructure projects, creating economic opportunities for the people of Peguis First Nation. It has been operating since 1999.

While the Peguis Development Corporation (PDC) is designed to aid in economic growth on Peguis First Nation, and it works closely with the council, it is not beholden to the wishes of the council in any official capacity. The PDC operates like a standard corporation, but with strong governing principles based on Indigenous culture. Figure 4G.2 below shows a model of their corporate structure.

**FIGURE 4G.2:** Peguis Development Corporation corporate structure



The CEO (Randy Councillor) reports to the board of directors, and the general manager and financial comptroller report to the CEO. The GM oversees the day-to-day operations of the businesses controlled by the PDC, while the financial comptroller manages the accounting and finance side of the corporation, with additional financial managers reporting to her.

Around 372 workers are employed on projects related to the PDC. This includes pipeline projects with Enbridge and work conducted with Manitoba Hydro. The PDC works with Assiniboine Community College to train workers for projects such as these. Within the actual corporation itself, around 30 individuals are employed.

<sup>39</sup> [www.peguisfirstnation.ca](http://www.peguisfirstnation.ca).

The management strategy of the PDC is to assemble a group of professionals with expertise in different fields, such as accounting, finance, and legal matters, and to use that diversity to the advantage of the corporation. The PDC employs a profit-sharing model where part of the managers' compensation is equity in the corporation. This model incentivizes managers to be thinking about the long-term success of the firm.

The PDC tries to incorporate traditional Indigenous economic and governance systems into their operations. This approach differentiates them from other corporations. The PDC makes efforts to include elements of Peguis' culture in their organizational environment and tries to operate in a way that is both environmentally and socially responsible.

## Chief Peguis Investment Corporation

The Chief Peguis Investment Corporation (CPIC) is “mandated by Peguis First Nation to pursue investments that will truly benefit the community by providing investment income, capacity building, employment opportunities, both on and off reserve, and community involvement.”<sup>40</sup> The CPIC is involved with financing many business ventures on the Peguis First Nation and works closely with the PDC. However, the CPIC also partakes in off-reserve investment that is purely for generating revenue for the First Nation.

The following are a few of the CPIC's on-reserve business investments:

- Peguis Midway – A one-stop shop that combines a gas bar, convenience store, and Chicken Delight restaurant.
- Peguis Family Foods – A grocery store that has recently expanded to include a restaurant, laundromat, and lottery booth.
- Peguis Home Hardware – A hardware and household supply shop on Peguis First Nation.

The CPIC has exciting plans for future development. They are going to be investing in a 20-unit motel in Peguis, with 20 VLTs inside. Through their partnership with National Access Cannabis, they also hope to secure a cultivation plant for the reserve by July 2, 2018. They are also hoping to open another three gas bars off reserve land. These are only a few examples of the future projects the CPIC will invest in for the betterment of the reserve.

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<sup>40</sup> [www.peguisfirstnation.ca](http://www.peguisfirstnation.ca)

## Chief Peguis Investment Trust

The Chief Peguis Investment Trust (CPIT) is a shell company used to funnel money between Peguis' various investments to manage the amount of tax paid by the reserve on its off-reserve assets. Indigenous and Northern Affairs Canada (INAC) looks at certain revenue sources for the reserve, and as the reserve generates more money on its own, INAC reduces the funding it provides in the form of transfer payments. CPIT serves to reinvest money from own sources so that funding is not reduced for Peguis First Nation. It is an important entity to maximize the benefits to the community from the assets owned by the council, the PDC, and the CPIC.

## Strategies for Capital Acquisition

Both the PDC and CPIC need to secure sources of capital so that they can pursue their mandates. Peguis First Nation can apply for government grants, but the bureaucracy involved means this approach takes a long time. Bank loans are also not ideal, since the bank demands the company put up other assets as collateral for the loan. This exposes the corporation to risk and makes its assets less liquid.

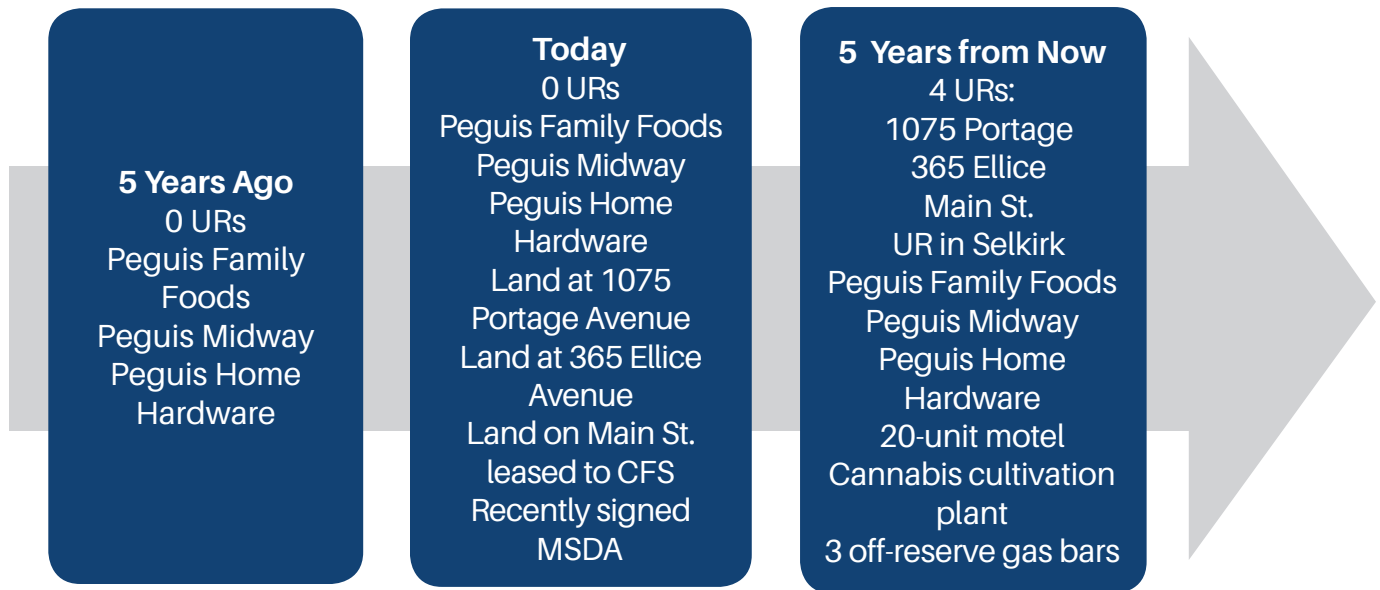
It is for these reasons that Peguis prefers to pursue partnerships with other companies. Ideally, Peguis owns at least 51% of any partnership so that the First Nation maintains control. While the other partner provides the capital, Peguis can offer its advantageous tax exemptions, which make it easier to find favourable partnership opportunities. Once Peguis owns enough assets, it no longer has to rely on banks for loans, and it can use those assets to access cheaper credit from the equity market.

## Future Plans

Currently, Peguis First Nation has no converted urban reserves. However, Peguis council and the City of Winnipeg recently signed a MDSA for Peguis' property at 1075 Portage Avenue, allowing it to move forward in the Addition to Reserve process.<sup>41</sup> The deal stipulates that the City of Winnipeg will provide virtually all normal municipal services. In exchange, the reserve will make an annual payment to the City worth 80% of the normal property tax for the land. This is major step forward in the development journey of Peguis First Nation.

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41 Santin, A. (2018, July 9). City, Peguis reach deal for urban reserve. Winnipeg Free Press. Retrieved from <https://www.winnipegfreepress.com/local/city-peguis-reach-deal-for-urban-reserve-487626921.html>

**FIGURE 4G.3: Key growth facts**

In addition to 1075 Portage Avenue, Peguis First Nation owns land at 375 Ellice Avenue and on Main Street. They would like to make these properties reserve land in the future as well. They are currently working through the ATR process with ISC for an area of land in Selkirk. Peguis First Nation used to be located on land near Selkirk, but this land was surrendered unlawfully to the federal government in 1907. They have been in talks to get a portion of this land back since 2008.





# Chapter 5:

## Looking Forward

Indigenous Contributions to the  
Manitoba Economy



» This young and growing First Nations population represents an opportunity for Indigenous people and for Manitoba.

## Introduction

Canada is a greying country: People are having fewer babies,<sup>1</sup> the large “baby boomer” generation is moving into retirement age, and Canadians are living longer.<sup>2</sup> Manitoba, however, is not following this national aging trend.<sup>3</sup> Statistics Canada’s 2016 census shows more children under the age of 15 in Manitoba than seniors over the age of 64. There are also more millennials (ages 15–34) than baby boomers (ages 51–70).<sup>4</sup> Indigenous people in Manitoba are very much leading this trend. While those identifying as First Nations people<sup>5</sup> make up 10.5% of the Manitoba population as a whole, they account for 19.5% of children aged 14 and under. This young and growing First Nations population represents an opportunity for Indigenous people and for Manitoba. These youth are the future workers, entrepreneurs, and professionals who will advance economic development. Improving the lives of Indigenous people in Manitoba will resonate outward and improve the lives of all Manitobans.

The purpose of this chapter is to look forward. This requires first reviewing where we are today, which we call the “base case.” From there, we present projections to 2026 for population and labour force in Manitoba. These two variables play critical roles in shaping the future economy. The base case can be assessed with 2016 information about population, age cohorts, education, income, and labour force. This chapter provides Indigenous population information with a particular focus on the First Nations population living in Manitoba. The Indigenous population numbers include First Nations, Métis, and Inuit.

The Manitoba Keewatinowi Okimakanak Inc. (MKO),<sup>6</sup> Southern Chiefs’ Organization (SCO),<sup>7</sup> and Look North initiative<sup>8</sup> have plans for the future that involve increasing economic opportunities; environmental stewardship; water protection; managing fish habitats; further developing their hunting, fishing, and trapping industries; increasing the housing supply; developing solar, wind, and geothermal energy projects; growing the mining industry; developing the tourism sector; and increasing

1 Provencher, C., Milan, A., Hallman, S., & D’Aoust, C. (2018, June 5).

2 Shumanty, R. (2018, June 28).

3 CBC News. (2017, May 3).

4 Lee, D. (2017).

5 Those who identified as First Nations means those who answered in the affirmative (Option 2) to question 18, “Is this person an Aboriginal person, that is First Nations (North American Indian), Métis or Inuk (Inuit)?” on the 2016 Census. Option 2 is “Yes, First Nations (North American Indian).”

6 Manitoba Keewatinowi Okimakanak Inc. (2016).

7 Southern Chiefs’ Organization Inc. (2017).

8 Look North Economic Task Force. (2017)

entrepreneurial activity. Providing population and labour force projections may create an opportunity for discussions about what is needed to realize these economic development plans.

## Base Case 2016

The base case discusses the key variables—population and labour force—that affect the future of economic development in Manitoba and economic development for Indigenous people. Data for the base case is from 2016. In considering population, this chapter discusses age distribution by cohorts<sup>9</sup> and education and income levels. In terms of labour force, it includes labour statistics on and off reserve and for Manitoba’s North and South.

### Population

The First Nations people are a growing share of the total Manitoba population. In 2006, 8.9% (100,645) of Manitobans self-identified as First Nations. In 2016, this number increased to 10.5% (130,505)<sup>10</sup> out of a total provincial population of 1,240,695. The First Nations population is growing faster than that of the rest of the province—about three times as fast. From 2006 to 2016, Manitoba’s population increased at a rate of 9.5%, while the First Nations population increased by 29.7%.<sup>11</sup> While there can be many explanations for this percentage change, it might be best argued that about two-thirds of this increase was due to new births and fewer deaths, and the remaining third was due to changes in self-identification and reporting.<sup>12</sup>

As can be seen in Table 5.1, the on-reserve and off-reserve populations of First Nations people in Manitoba are split roughly equally. Of the total First Nations population, 48% (63,125) live on reserve and 52% (67,380) live off reserve. However, there is a substantial difference in the percentage of First Nations people living on and off reserve in the North versus the South.<sup>13</sup> In the North, approximately 78.8% (37,420) of First Nations live on reserve, while approximately 31.0% (25,700) of First

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rest of the province—  
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times as fast.* ‹‹

<sup>9</sup> A cohort is a group of people of the same age range.

<sup>10</sup> All population data are from Statistics Canada, Aboriginal Population Profile 2016, unless otherwise indicated. See Table 5A.1 in Appendix A.

<sup>11</sup> See Table 5A.1 in Appendix A.

<sup>12</sup> A 2004 study by Michael Mendelsohn found that “[a]pproximately half the increase in the Aboriginal identity population [in Canada between 1996 and 2001] is...attributable to additional people choosing to identify themselves as Aboriginal...” (p. 4). In addition, in its “Projections of the Aboriginal Population and Households in Canada, 2011 to 2036” from 2015, Statistics Canada reports that “[F]rom 2006 to 2011, ethnic mobility appears to have contributed 64% of growth in the First Nations population” in Canada.

<sup>13</sup> For this study, the North includes Statistics Canada’s Census Divisions 21 to 23. The South includes Census Divisions 1 through 20.

» *The First Nations people account for 66% of the Indigenous people population of the North and 7% of the population of the South.*

Nations living in the South live on reserve. The off-reserve numbers are 21.2% (10,090) in the North and 69.0% (57,295) in the South.

**TABLE 5.1: Indigenous population**

	Population	Percent distribution
Indigenous total	223,310	
First Nations	130,505	
Métis	89,335	
Inuit	610	
Indigenous on reserve	64,305	29%
Indigenous off reserve	159,000	71%
Indigenous North	52,350	23%
Indigenous South	170,955	77%
First Nations on reserve	63,125	48%
First Nations off reserve	67,380	52%
First Nations North	47,510	36%
First Nations South	82,995	64%

Source: Statistics Canada, Aboriginal Population Profile, 2016

Examining how many First Nations people live in the North as compared to the South of Manitoba helps clarify their importance for the future of the North. Although 36.4% (47,510) of First Nations members live in the North, only 5.8% of Manitobans live there.<sup>14</sup> The First Nations people account for 66% of the population of the North and 7% of the population of the South.

The Indigenous population in Manitoba—including First Nations, Métis, and Inuit—in 2016 was 223,310,<sup>15</sup> representing 18% of the population of Manitoba. Of these, 89,335 identified as Métis and 610 identified as Inuit.<sup>16</sup> Including Métis and Inuit population numbers with First

<sup>14</sup> See Tables 5A.2 and 5A.4 in Appendix A.

<sup>15</sup> See Table 5A.3 in Appendix A.

<sup>16</sup> The remaining 2,840 identified as a member of a First Nation but not as a First Nations, Métis, or Inuit person or they identified as any two or all three of the following: First Nations, Métis, or Inuit.

Nations numbers mainly increases the off-reserve population count. Looking at the Indigenous population in Manitoba as a whole, 71% (159,000) live off reserve and 29% (64,305) live on reserve. The North is where 23% (52,350) of Indigenous people live, and the remaining 77% (170,955) live in the South. Of those living in the South, the vast majority—85% (144,910)—live off reserve, whereas in the North, 27% (14,090) live off reserve and 73% (38,260) live on reserve. Indigenous people account for 73% of the population of the North and 15% of the population of southern Manitoba.

## Age Distribution

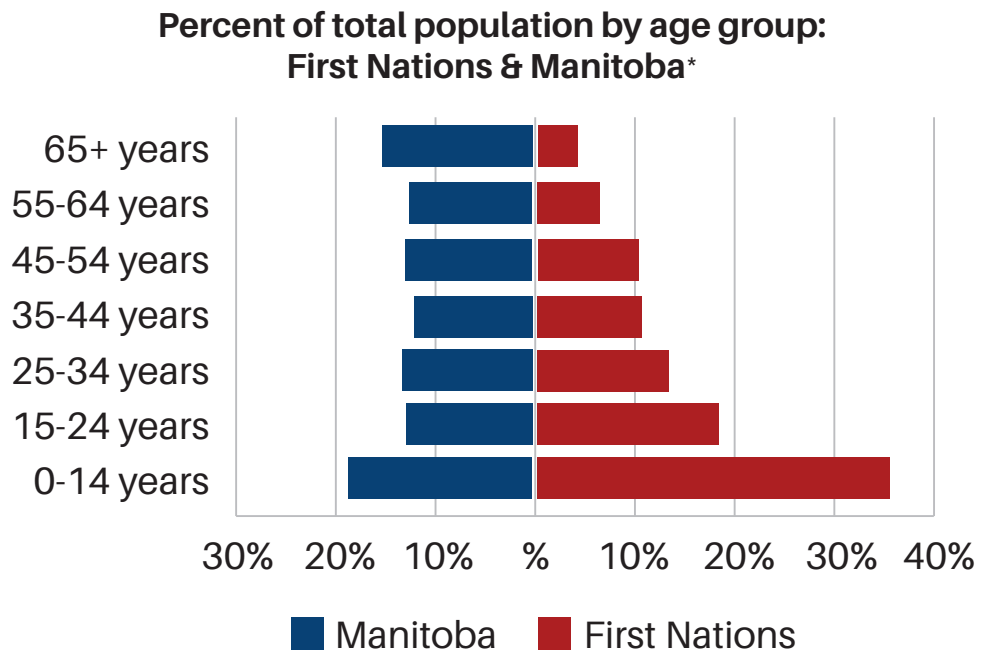
The First Nations population is younger than the Manitoba population as a whole. Table 5.2 and Figure 5.1 show children (aged 14 and under) make up more than one third (46,795 or 36%) of the First Nations population in Manitoba, whereas people of retirement age make up only 4% (5,510). Indigenous numbers are similar. Contrast this with Manitoba as a whole, for which the numbers are 19% and 15%, respectively. According to Statistics Canada, the median age<sup>17</sup> of Manitobans is 37.8. For First Nations, the median age is 22.5. For Indigenous people in Manitoba, the median age is 25.5. In the younger age groups, the First Nations population makes up a large proportion of the overall Manitoba population. As previously mentioned, First Nations people make up 10.5% of the Manitoba population, but they make up 19.5% of all children aged 14 and under (up from 16.6% in 2006); meanwhile, First Nations individuals aged 15- to 24-years-old compose 14.6% of the total Manitoba population (up from 11.7% in 2006).

<sup>17</sup> The median age is the age at which half the population is younger and half the population is older.

**TABLE 5.2:** Population by age group – Manitoba & First Nations

Age group	MB population	% of total MB population	First Nations	% of total FN population	Indigenous	% of total Indigenous population
0-14	239,395	19.3%	46,795	35.9%	69,765	31.2%
15-24	165,805	13.4%	24,200	18.5%	39,850	17.8%
25-34	168,620	13.6%	17,700	13.6%	31,310	14.0%
35-44	157,825	12.7%	14,050	10.8%	25,710	11.5%
45-54	166,345	13.4%	13,560	10.4%	25,485	11.4%
55-64	161,880	13.0%	8,695	6.7%	18,690	8.4%
65+	180,830	14.6%	5,510	4.2%	12,500	5.6%
All ages	1,240,700	100%	130,505	100%	223,310	100%
Working age (15-65)	820,475	66.1%	78,205	59.9%	141,045	63.2%

Source: Statistics Canada, Aboriginal Population Profile, 2016

**FIGURE 5.1:** Population profile by age cohort – Manitoba/First Nations

Source: Statistics Canada, Aboriginal Population Profile, 2016

\* The Manitoba numbers are the total for the entire province (i.e. they include First Nations).



The First Nations population numbers aren't just on the rise in the younger age groups; they represent a growing proportion of Manitobans for all age cohorts. Even at the oldest age cohort of 65 and over, First Nations members accounted for 2% of the Manitoban population of this age in 2006 and 3% a decade later in 2016. Indeed, the First Nations population is simply growing at a much faster rate than the provincial population—especially at the older age cohorts. The Manitoba population aged 65 and over grew at a rapid 19% from 2006 to 2016 due to longer life expectancy and aging baby boomers,<sup>18</sup> while First Nations people aged 65 and over increased by 63% over the same time period.<sup>19</sup> Manitobans within the key working-age range of 45 to 54 declined by 2.5% from 2006 to 2016, but the First Nations population in this age group increased by 46%.

Because the First Nations population skews so young, in 2016, First Nations people made up only 9.5% of the provincial working-age population, defined as those aged 15 to 64. However, the large number of First Nations children, composing 19.5% of Manitobans aged 0 to 14, indicates that this proportion is set to change. First Nations people have been forming an increasingly large portion of the working-age population in the last ten years, and this proportion is going to increase.

## Formal Education

Formal education is crucial for economic development on a community level and for future income on an individual level. Therefore, it is important to understand what First Nations people are choosing to specialize in when they do go on to post-secondary studies, such as trades certificates, apprenticeships, or college or university education. The most popular fields of study for First Nations students are business and public administration; construction trades, mechanics, and engineering; and health. About 60% of First Nations students who go on to post-secondary education also study in these fields. A further 30% study various disciplines, including education; family and consumer sciences, and legal studies; and personal, protective, and transportation services (which include culinary studies and security services). These fields of study are chosen roughly equally at 10% each.

Many have identified the need to improve formal educational attainment levels for First Nations people in Manitoba with the view that bringing levels on par with provincial levels will also mean better employment

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<sup>18</sup> Statistics Canada. (2017, May 3).

<sup>19</sup> For more information on the causes of First Nations mortality and life expectancy since the arrival of European settlers, see First Nations Health Authority. (2018).

opportunities.<sup>20</sup> These statistics do not take into account traditional and cultural education and Indigenous ways of knowing. Certainly, higher levels of high school completion rates for First Nations people have been identified as important for furthering economic development for the province as a whole. Already, those living off reserve have higher education completion rates than those on reserve (54% versus 34% high school completion rate). These rates are impacted by educational facilities, since some reserves do not have high schools. This means First Nations youths often must leave their reserves to attend high school. In addition, on-reserve schools are funded at a third less per student than provincial schools funded by the Manitoba government.<sup>21</sup> The numbers also show that those in the North have a lower high school completion rate than those in the South (36% versus 49%), and men have a lower rate than women. First Nations men living on reserve in Manitoba have a high school completion rate of 29%.<sup>22</sup> Overall in 2016, First Nations people had a high school completion rate of 45%; the rate for Manitoba as a whole was 75%. Work is being done to improve high school graduation rates, with initiatives such as land-based learning models and Indigenous-centred programming.

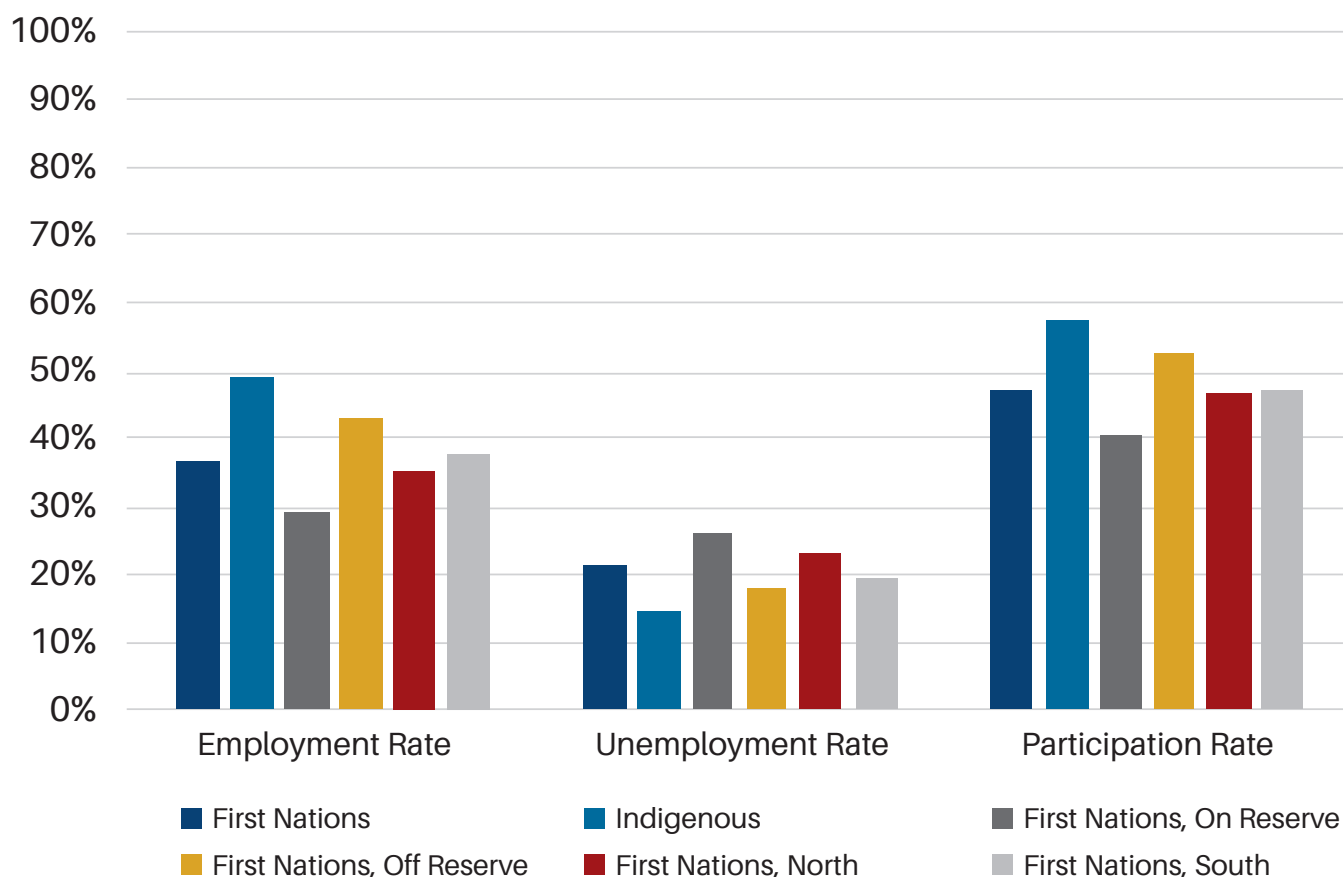
Education can lead to a skilled workforce available for starting new business ventures, constructing and repairing housing, and educating the next generation. These skilled workers can fill labour shortages, on and off reserve, including for example, in natural resources, conservation, and the life sciences.

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20 When looking at these educational attainment numbers, it is important to keep in mind that the census sample includes ages 15 and over, and a 15-year-old is unlikely to have graduated from high school. The First Nations population has relatively more 15- to 19-year-olds than the general population (9.7% versus 6.5%), and that accounts for some of the gap in educational attainment rates.

21 Porter, J. (2016, March 14).

22 This figure includes ages 15 and up. If only ages 25 to 64 are considered, the high school completion rate rises to 34%.

**FIGURE 5.2: Labour force statistics (%) – First Nations, Indigenous, & Manitoba**

**Labour force:** The population 15 years of age and over who were employed or unemployed.

**Employed:** Employed persons are those who, during the reference week, did any work for pay or profit, or had a job and were absent from work.

**Unemployed:** Unemployed persons are those who were available for work but were on temporary layoff or had looked for work in the past four weeks.

**Employment rate:** The number of employed persons expressed as a percentage of the total population aged 15 and up.

**Unemployment rate:** The number of unemployed persons expressed as a percentage of the labour force.

**Participation rate:** The total labour force expressed as a percentage of the total population aged 15 and up.

» *Income levels can indicate how First Nations populations are closing an economic gap to reach similar income levels as others in Manitoba.*

**TABLE 5.3: Labour force indicators – First Nations, North and South**

	First Nations North	First Nations South	First Nations Total	Manitoba
Population 15+	29,925	53,785	83,715	1,001,305
Labour force	13,880	25,550	39,430	662,155
Employed	10,570	20,300	30,870	617,465
Unemployed	3,310	5,250	8,560	44,690
Not in the labour force	16,040	28,245	44,285	339,150

Source: Statistics Canada, Aboriginal Population Profile 2016.

**TABLE 5.4: Labour force indicators – Indigenous, North and South**

	Indigenous North	Indigenous South	Indigenous Total
Population 15+	33,480	120,060	153,540
Labour force	16,375	71,440	87,815
Employed	12,855	61,915	74,770
Unemployed	3,515	9,530	13,045
Not in the labour force	17,110	48,615	65,725

Source: Statistics Canada, 2016 Census.

## Income levels

The average income of a population can be an indicator of that population's standard of living and its economic prosperity. Indeed, income levels can indicate how First Nations people are closing an economic gap to reach similar income levels as others in Manitoba. First Nations in Manitoba had an average employment income<sup>23</sup> of \$27,360

<sup>23</sup> Employment income includes wages, salaries, commissions, and net self-employment income from unincorporated businesses and professional practice.

in 2015, and this amount increased to \$43,788 for workers who were employed for the full year at full-time hours.<sup>24</sup> However, these figures are 64% and 74% of the Manitoba averages of \$42,552 and \$59,523. At the same time, the median total income<sup>25</sup> for a First Nations person in 2015 was half of the median total income for the Manitoba population at large (\$17,278 vs. \$34,279).<sup>26</sup>

First Nations people living on reserve and in the North experienced more of an income gap. For First Nations members living on reserve, the median total income in 2015 was \$13,100. First Nations members living off reserve had a higher median total income of \$21,870.<sup>27</sup> First Nations in the North and the South had more similar incomes with a median total income of \$16,181 in the North and \$17,883 in the South.<sup>28</sup>

## Labour Force

As can be seen in Figure 5.2 and Tables 5.3 and 5.4, employment and participation rates for First Nations people in Manitoba are lower than the provincial rates. For the on-reserve population, there can be several factors at play, including adequate career guidance for youth and the unemployed, opportunities for building their skills, the number of job opportunities on reserve, and, in remote locations, opportunities to find work off reserve or start a business. For reserves closer to larger urban centres, there may still be a lack of access to resources and capital and a lack of integration with the urban labour market.<sup>29</sup> The importance of First Nations communities pursuing economic development and creating employment opportunities through urban reserves and other initiatives is clear.

Looking at the numbers, for First Nations, the employment rate<sup>30</sup> is 37%, compared to 62% province-wide.<sup>31</sup> The employment rate for First Nations on reserve is 30%, while for off reserve it is 43%. In the North, the employment rate is 36% compared to 38% in the South. First Nations men living on reserve are experiencing a rate of 29.6%.

*First Nations members living off reserve had a higher median total income of \$21,870.* <<

.....

*Employment and participation rates for First Nations people in Manitoba are lower than the provincial rates.* <<

<sup>24</sup> See Table 5B.1 in Appendix B.

<sup>25</sup> Total income includes employment income, investment sources, pension income, other income from market sources, and government transfers.

<sup>26</sup> See Table 5B.1 in Appendix B.

<sup>27</sup> See Table 5B.2 in Appendix B.

<sup>28</sup> See Table 5B.3 in Appendix B.

<sup>29</sup> Kendall, J. (2009, Nov. 11).

<sup>30</sup> The employment rate is the number of employed people in that group as a percentage of the total population aged 15 years and up.

<sup>31</sup> See Table 5C.2 in Appendix C.

The labour force participation rate shows a similar pattern. The participation rate is the total labour force—including all those employed or unemployed but looking for work in the past month—expressed as a percentage of the total population aged 15 and up. The on-reserve rate is 41% while the off-reserve rate is 53%. First Nations in the North and the South both have participation rates of about 47%. As a comparison, the participation rate for Manitoba as a whole is 66%. As was the case for Manitoba as a whole, employment and participation rates for First Nations actually declined over the 10-year period from 2006 to 2016.<sup>32</sup> Knowing these key facts is important for planning for the future. These data points are information about today, but they do not have to determine what comes next. In some ways, they form a benchmark, and they call out for action to be taken so a different future emerges. And this is happening with the discussions, planning, and commitment to action being shown by Indigenous leaders and communities.

Overall, 67% of First Nations people are employed in sales and service jobs (27%); education, social, community, and government services (21%); and trades, transport, and equipment operator occupations (19%).<sup>33</sup> They are represented in these occupations at a higher rate than Manitobans as a whole. The only other occupation in which First Nations people are over-represented in comparison with Manitobans generally is in natural resources and agriculture jobs, although these workers still represent only 4% of employed First Nations people. More than one third of First Nations men are employed in trades, transport, and equipment operator occupations, and more than one third of First Nations women on reserve are employed in education, social, community, and government services jobs. As with educational fields of study, these numbers are positive when thinking about the skilled labour needed to add to the quality housing supply. When it comes to goals of natural resource development, the supply of skilled workers is lower.

In terms of industries, First Nations people are primarily employed in four industries: health care and social assistance (20%), educational services (13%), public administration (11%), and construction (10%), for a total of 54.5% of workers.<sup>34</sup> These four industries occupy 67% of employed First Nations people on reserve and 37% of those living off. The off-reserve population is more likely to be employed in lower-paying but plentiful jobs in the retail trade or accommodation and food

<sup>32</sup> See Table 5C.3 in Appendix C.

<sup>33</sup> See Table 5C.4 in Appendix C.

<sup>34</sup> See Tables 5C.7 in Appendix C.

services industries.<sup>35</sup> These four industries occupy more workers in the North as compared with the South (61% versus 52%). First Nations women living on reserve have the highest degree of concentration in just two industries: health care and social assistance (32%) and educational services (27%), for a total of 59% of these workers.

There is room for growth in the North and South in terms of increasing the number of workers employed in the fishing, forestry, hunting, and mining industries. Currently, 2.2% of First Nations people are employed in agriculture, forestry, fishing, and hunting, as compared to 4.4% of all Manitobans. Meanwhile, 1% of First Nations people (2% in the North) work in the mining and oil and gas extraction industry, above the Manitoba rate of 0.8%.

## Summary – Base Case

The National Aboriginal Economic Development Board has a vision of greater economic participation for First Nations people and has established targets to achieve this vision. These include higher rates of employment, labour force participation, and high school graduation, as well as increased average income among First Nations.<sup>36</sup> This discussion about the base case and the various indicators illustrates that there is room to grow and pursue opportunities; An improved future is what First Nations leaders are calling for and pursuing.

## Population and Labour Force Projections 2016 to 2026

This section looks forward to 2026 with projections on population and labour force. The number of people employed or available to work plays an important role in the economic development prospects—for Indigenous people and Manitoba. 2026 is used as it is far enough into the future to help think about today differently, yet close enough that it is within reach: it is only two five-year budget cycles away. The projections are based on data from Statistics Canada and the Manitoba Bureau of Statistics. While these agencies give legitimacy and a high level of confidence to the numbers presented about 2026, it should be understood that the projections (based on the past), do not mean this is the only future. There are choices and decisions and initiatives that may

*There is room for growth in the North and South in terms of increasing the number of workers employed in the fishing, forestry, hunting, and mining industries.* <<

.....

*2026 is seen as being far enough into the future to help think about today differently, yet close enough that it is within reach.* <<

<sup>35</sup> In 2017, Statistics Canada reported, “Continuing a trend which began more than 50 years ago, employment growth was strongest in service-producing industries from 2006 to 2016, most notably in health care and social assistance as well as in retail trade.”

<sup>36</sup> The National Aboriginal Economic Development Board. (2012, 2015).



» The population projections suggest how many people there will be by 2026, and the labour force projections suggest how many will be employed.

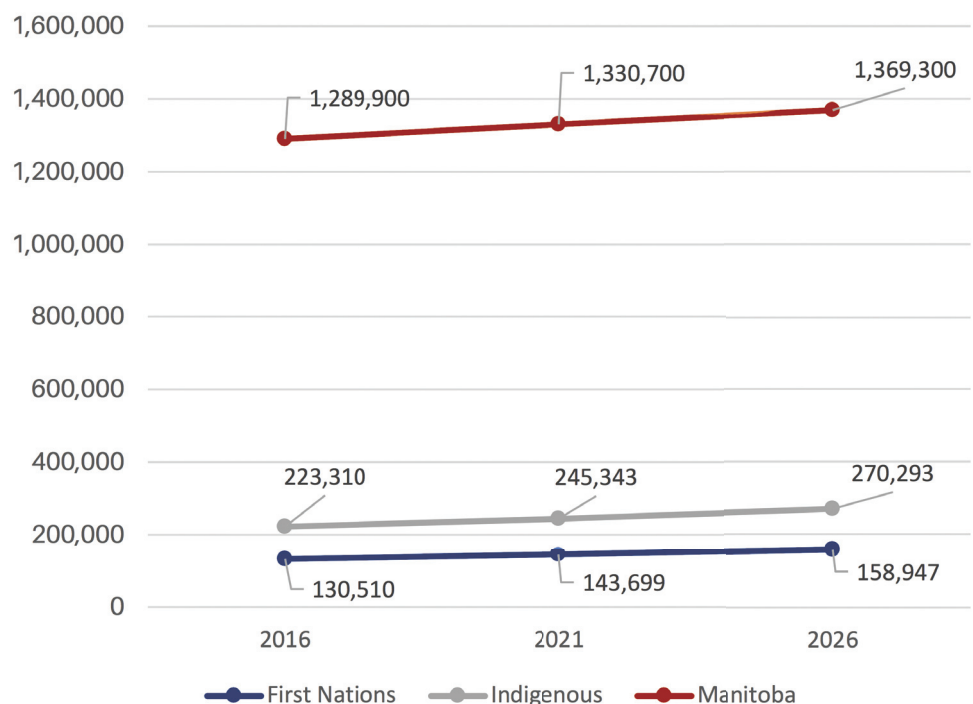
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» First Nations people increase by 28,437 by 2026, while the Indigenous population climbs by 46,983.

change the projected numbers by 2026. And as one can imagine, even a small change early on can result in a significantly different result or outcome.

First, the population projections suggest how many people there will be by 2026, and the labour force projections suggest how many will be employed, and more. With an emphasis on economic development now and over the next two decades, the primary focus is on those of working age. Overall, the population projections for 2026 show an increase in the number of people in Manitoba, as well as in increases in the numbers of Indigenous and First Nations people. In Figure 5.3 and Table 5.5, First Nations people increase by 28,437 by 2026, while the Indigenous population (including First Nations) climbs by 46,983. Both increase at least 20% over these two decades. Meanwhile, across Manitoba, a 6% increase in population is projected by 2026. This means, as noted in Table 5.5, that Indigenous and First Nations populations increase as a percentage of Manitoba's population from 2016 to 2026—going from 17.3% to 19.7% for Indigenous people and from 10.3% to 11.6% for First Nations people. From 2016 to 2026, those of working age (ages 15 to 64) will also grow.

**FIGURE 5.3: Population projections summary: First Nations, Indigenous, & Manitoba**



**TABLE 5.5: Population projections – First Nations & Indigenous populations as a percentage of Manitoba population\***

	2016	2021	2026
First Nations as % of total Manitoba population	10.1%	10.8%	11.6%
Indigenous as % of total Manitoba population	17.3%	18.4%	19.7%

\* For 2016, First Nations population numbers are drawn from the Aboriginal Population Profile, 2016 Census; Manitoba population numbers are from the Manitoba Census Profile, 2016 Census. First Nations population totals exclude those in collective dwellings such as nursing homes and prisons, while the Manitoba population numbers include those in collective dwellings, causing the percentages in Table 5.5 to be slightly low (by approximately 0.4%).

*The projected population growth creates an opportunity if matched with a growth in employment and jobs.*

In terms of labour force projections, the First Nations' working-age population is expected to grow by an additional 22,254 by 2026 (Appendix D, Tables 5D.1-5D.4). Yet, the participation rate is likely to decline, from 47% to 37%, as the number of people employed is not expected to increase as quickly as the working age population (Table 5.6, Figures 5.4 and 5.5). This decline may be offset only slightly with a lower unemployment rate in the North, from 24% to 22% by 2026, meaning more are employed.

The Indigenous labour force (those employed or unemployed but looking for work) in Manitoba is projected to increase from 87,815 in 2016 to 96,383 in 2026. These 8,568 Indigenous people represent a 9.8% increase over two decades. The number of employed Indigenous people is expected to increase by 6.9%, while those unemployed may climb from 13,045 in 2016 to 16,468 in 2026—a 26% increase.

With available labour, often in short supply elsewhere, the projected population growth creates an opportunity if matched with a growth in employment and jobs, along with more business start-ups and innovators. Given these results, moving further toward full employment of Indigenous people is not expected to be easy nor is it a given. Many are already speaking about the considerable effort needed to offset the falling labour force projections.

**TABLE 5.6: Labour force statistics – First Nations - current and projected<sup>37</sup>**

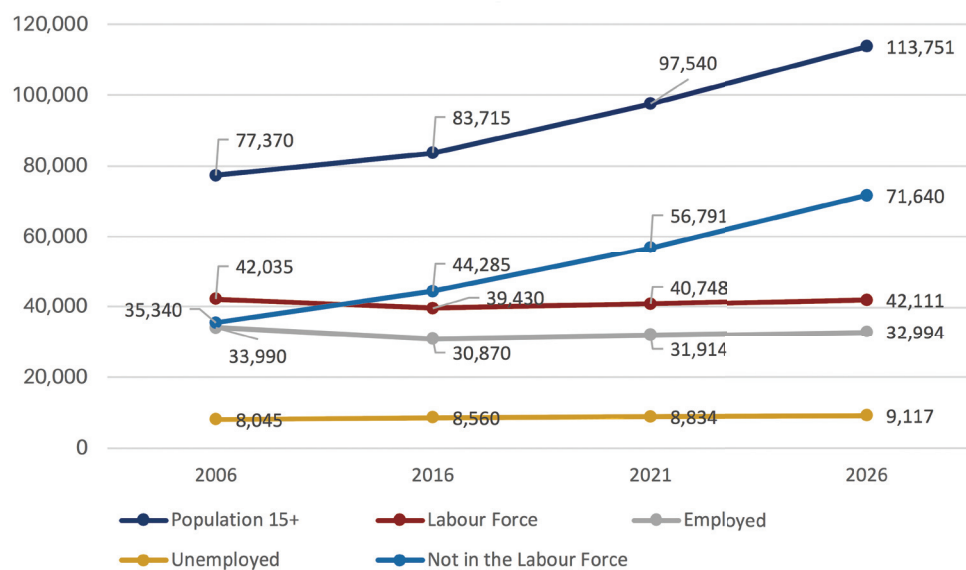
First Nations North	2016	2021	2026
Population 15+	29,925	34,535	39,461
Labour force	13,880	14,837	15,333
Employed	10,570	11,620	12,013
Unemployed	3,310	3,216	3,319
Not in the labour force	16,040	19,698	24,128
Unemployment rate	23.6%	21.7%	21.6%
Participation rate	46.8%	43.0%	38.9%
Employment rate	35.8%	34.0%	30.0%

First Nations South	2016	2021	2026
Population 15+	53,785	63,007	74,292
Labour force	25,550	25,912	26,778
Employed	20,300	20,294	20,981
Unemployed	5,250	5,618	5,797
Not in the labour force	28,245	37,095	47,513
Unemployment rate	19.8%	21.7%	21.6%
Participation rate	47.4%	41.1%	36.0%
Employment rate	38.0%	32.0%	28.0%

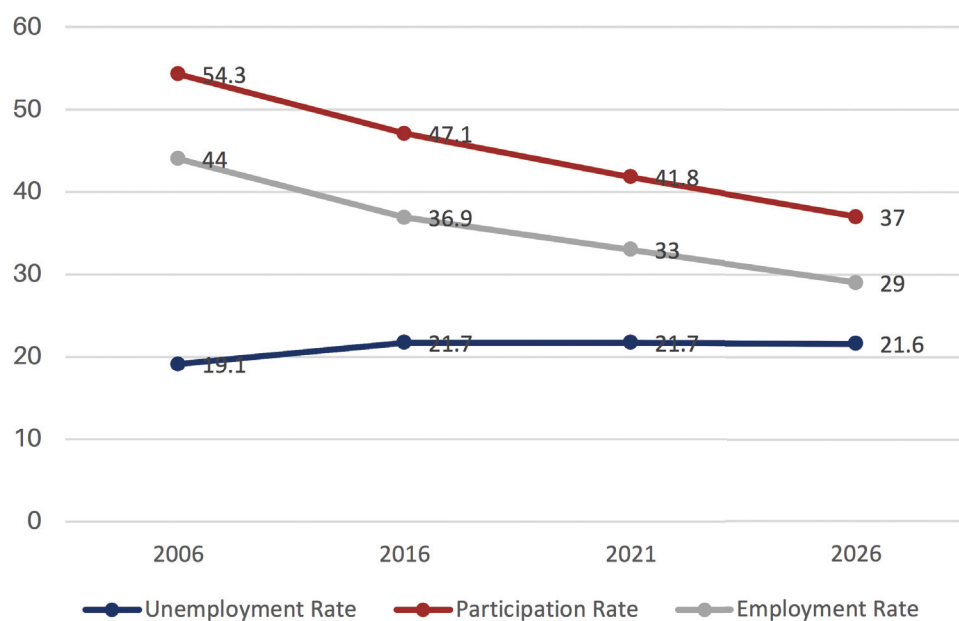
Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

<sup>37</sup> This report estimated 2021 and 2026 labour market statistics by applying the average 2006 to 2016 growth rates by indicator to 2016 data and trending it to 2026. The population aged 15+ was taken from the population forecasts. The “not in the labour force” figure was derived as the labour force subtracted from the population 15 and up. In all cases, the forecasted unemployment and participation rates are derived. The labour market forecasts represent an extreme case, and a more likely scenario is out-migration acting to clear the labour market and lower the unemployment rate.

**FIGURE 5.4: Labour force indicators, First Nations, 2006 to 2026**



**FIGURE 5.5: Labour force indicators (%), First Nations, 2006 to 2026**



## Conclusion

Based on population alone, First Nations communities and Indigenous people in Manitoba will continue to grow as an economic force through to 2026. According to the Conference Board of Canada in its 2017 report titled “Maximizing Manitoba’s Potential,”<sup>38</sup> Manitoba could become an economic growth leader in Canada, with its growth prospects overtaking those of neighbouring provinces as early as 2032. This future is possible with more youth in the workforce. The Indigenous population, younger than the overall Manitoba population, seems critical to realizing these future prospects.

Although the base case shows that more progress is needed to bring First Nations economic indicators to the same levels as the rest of Manitoba, First Nations leaders and community members are already working on many fronts to improve the opportunities and lives of their people. Although our look forward from the base case to 2026 shows labour force indicators not improving, other futures are possible. To realize a different future will require deliberate policies and actions coordinated between First Nations people, the Government of Canada, the Province of Manitoba, and Manitobans in general to improve life for First Nations.

As described in Chapter 1, culturally appropriate formal education can be a key factor for economic development for Indigenous people. But equally important in determining an Indigenous future is the degree of sovereignty over development and freedom to self-rule and make their own decisions. Also critical are capable institutions of governance within individual First Nations, including stable rules for decision-making, fair and independent mechanisms for dispute resolution, and a separation of politics from day-to-day business management. Looking forward, emphasis can be placed on continually building legitimate, culturally grounded institutions of self-government, including a governing structure, economic system, policies, and procedures that harmonize with each Nation’s contemporary culture. Leaders—be they elected, spiritual, or community leaders—who share knowledge and new directions are well positioned to find new pathways and resources as Indigenous communities continue to advance toward a desired future.<sup>39</sup>

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38 Bond, S. & Spence, S. (2017).

39 The Harvard Project on American Indian Economic Development. (n.d.).

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## Appendix 5A: Population

**TABLE 5A.1:** Population increases over two 5-year periods

	Manitoba total <sup>1</sup>	% Increase over previous census	First Nations*	% Increase over previous census	Indigenous*	% Increase over previous census
2006	1,133,515		100,645		175,395	
2011	1,174,345	3.6%	114,230	13.5%	195,895	11.7%
2016	1,240,700	5.7%	130,505	14.2%	223,310	14.0%
10-year increase		9.5%		29.7%		27.3%

\* For 2006 & 2016, these totals exclude those in collective dwellings such as nursing homes and prisons.

**Table 5A.2:** First Nations distribution – North/South & on and off reserve

	Population	Percent distribution
First Nations on reserve	63,125	48%
First Nations off reserve	67,380	52%
First Nations North	47,510	36%
First Nations South	82,995	64%
First Nations North, on reserve	37,420	79%
First Nations North, off reserve	10,090	21%
First Nations South, on reserve	25,700	31%
First Nations South, off reserve	57,295	36%

**TABLE 5A.3: Indigenous distribution – North/South & on and off reserve**

	Population	Percent distribution
Indigenous on reserve	63,845	29%
Indigenous off reserve	159,465	71%
Indigenous North	52,350	23%
Indigenous South	170,955	77%
Indigenous North, on reserve	38,260	73%
Indigenous North, off reserve	14,090	27%
Indigenous South, on reserve	26,045	15%
Indigenous South, off reserve	144,910	85%

**TABLE 5A.4: North/South Manitoba population distribution**

	Manitoba total*	Northern MB*	Southern MB*
Population	1,240,700	72,160	1,168,540
Percent distribution		5.8%	94.2%

\* These totals exclude those in collective dwellings such as prisons and nursing homes.

## Appendix 5B: Income

**TABLE 5B.1: Income statistics – First Nations and Manitoba**

	Total MB pop	First Nations	% of total
Median total income	\$ 34,279	\$ 17,278	50.4%
Average total income	\$ 43,767	\$ 24,425	55.8%
Median employment income	\$ 33,697	\$ 19,829	58.8%
Average employment income	\$ 42,552	\$ 27,360	64.3%
Median employment income - full-year full-time workers	\$ 50,026	\$ 38,121	76.2%
Average employment income - full-year full-time workers	\$ 59,523	\$ 43,788	73.6%
Median government transfers	\$ 4,306	\$ 4,381	101.7%
Average government transfers	\$ 7,099	\$ 7,813	110.1%

**TABLE 5B.2: Income statistics – First Nations, on and off reserve**

	First Nations on reserve	% of MB total	First Nations off reserve	% of MB total
Median total income	\$ 13,100	38%	\$ 21,870	64%
Average total income	\$ 18,751	43%	\$ 29,637	68%
Median employment income	\$ 14,739	44%	\$ 24,087	71%
Average employment income	\$ 21,676	51%	\$ 31,643	74%
Median employment income - full-year full-time workers	\$ 31,662	63%	\$ 43,341	87%
Average employment income - full-year full-time workers	\$ 36,788	62%	\$ 48,779	82%
Median government transfers	\$ 2,454	57%	\$ 5,625	131%
Average government transfers	\$ 7,008	99%	\$ 8,621	121%

**TABLE 5B.3: Income statistics – First Nations, North and South**

	First Nations North	% of MB total	First Nations South	% of MB total
Median total income	\$ 16,181	47%	\$ 17,883	52%
Average total income	\$ 23,518	54%	\$ 24,926	57%
Median employment income	\$ 18,342	54%	\$ 20,627	61%
Average employment income	\$ 26,887	63%	\$ 27,614	65%
Median employment income - full-year full-time workers	\$ 35,822	72%	\$ 39,396	79%
Average employment income - full-year full-time workers	\$ 42,517	71%	\$ 44,493	75%
Median government transfers	\$ 3,710	86%	\$ 4,760	111%
Average government transfers	\$ 7,576	107%	\$ 7,947	112%

## Appendix 5C: Labour Force

**TABLE 5C.1:** Labour force size, numbers employed and unemployed

	Population aged 15 and over	Labour force	Employed	Unemployed
Manitoba	1,001,305	662,155	617,465	44,690
First Nations	83,710	39,430	30,870	8,560
First Nations, on reserve	40,345	16,430	12,105	4,330
First Nations, off reserve	43,365	23,000	18,765	4,235
First Nations, North	29,925	13,880	10,570	3,310
First Nations, South	53,785	25,550	20,300	5,250
Manitoba males	470,520	338,470	315,715	22,750
First Nations males, on reserve	20,205	8,710	5,975	2,735
First Nations males, off reserve	19,115	11,060	8,790	2,265
Manitoba females	488,895	306,305	288,810	17,490
First Nations females, on reserve	20,140	7,725	6,130	1,595
First Nations females, off reserve	24,250	11,940	9,975	1,970

**TABLE 5C.2: Labour Force Statistics (%) – Manitoba and First Nations**

	Employment rate	Unemployment rate	Participation rate
Manitoba total	61.7%	6.7%	66.1%
First Nations	36.9%	21.7%	47.1%
First Nations, on reserve	30.0%	26.4%	40.7%
First Nations, off reserve	43.3%	18.4%	53.0%
First Nations, North	35.8%	23.6%	46.8%
First Nations, South	38.0%	19.8%	47.4%
Manitoba males	67.1%	6.7%	71.9%
First Nations males, on reserve	29.6%	31.4%	43.1%
First Nations males, off reserve	46.0%	20.5%	57.9%
Manitoba females	59.1%	5.7%	62.7%
First Nations females, on reserve	30.4%	20.6%	38.4%
First Nations females, off reserve	41.1%	16.5%	49.2%



**TABLE 5C.3: Labour force statistics, 2006 & 2016**

<b>First Nations North</b>	<b>2006</b>	<b>2016</b>
Population 15+	28,170	30,481
Labour force	15,305	14,356
Employed	12,376	11,240
Unemployed	2,929	3,117
Not in the labour force	12,867	16,124
Unemployment rate	19.1%	23.6%
Participation rate	54.3%	46.8%
Employment rate	44.0%	35.8%

<b>First Nations South</b>	<b>2006</b>	<b>2016</b>
Population 15+	49,200	53,234
Labour force	26,730	25,074
Employed	21,614	19,630
Unemployed	5,116	5,443
Not in the labour force	22,473	28,161
Unemployment rate	19.1%	19.8%
Participation rate	54.3%	47.4%
Employment rate	44.0%	38.0%

<b>First Nations</b>	<b>2006</b>	<b>2016</b>
Population 15+	77,370	83,715
Labour force	42,035	39,430
Employed	33,990	30,870
Unemployed	8,045	8,560
Not in the labour force	35,340	44,285
Unemployment rate	19.1%	21.7%
Participation rate	54.3%	47.1%
Employment rate	44.0%	37.0%

**TABLE 5C.4: Occupations – Manitoba and First Nations**

Occupation types	Manitoba	% of total	Rank	First Nations	% of total	Rank
Total with occupations	649,525			35,775		
Sales and service	144,490	22.2%	1	9,500	26.6%	1
Education, law and social, community and government services	86,060	13.2%	4	7,575	21.2%	2
Trades, transport, and equipment operators	102,665	15.8%	2	6,870	19.2%	3
Business, finance and administration	96,050	14.8%	3	4,155	11.6%	4
Management	71,455	11.0%	5	2,110	5.9%	5
Health occupations	52,280	8.0%	6	2,035	5.7%	6
Natural resources and agriculture	18,395	2.8%	9	1,350	3.8%	7
Manufacturing and utilities	29,650	4.6%	8	935	2.6%	8
Natural and applied sciences	34,135	5.3%	7	665	1.9%	9
Art, culture, recreation and sport	14,350	2.2%	10	575	1.6%	10

**TABLE 5C.5: Occupations – First Nations, on and off reserve**

Occupation types	First Nations, on reserve	% of total	Rank	First Nations, off reserve	% of total	Rank
Total with occupations	14,320			21,450		
Sales and service	3,660	25.6%	1	5,845	27.2%	1
Education, law and social, community and government services	3,560	24.9%	2	4,015	18.7%	3
Trades, transport and equipment operators	2,790	19.5%	3	4,085	19.0%	2
Business, finance and administration	1,550	10.8%	4	2,610	12.2%	4
Management	925	6.5%	5	1,185	5.5%	6
Health occupations	670	4.7%	6	1,370	6.4%	5
Natural resources and agriculture	595	4.2%	7	755	3.5%	7
Manufacturing and utilities	260	1.8%	8	675	3.1%	8
Natural and applied sciences	160	1.1%	9	505	2.4%	9
Art, culture, recreation and sport	160	1.1%	9	420	2.0%	10

**TABLE 5C.6: Occupations – First Nations, North and South**

Occupation types	First Nations, North	% of total	Rank	First Nations, South	% of total	Rank
Total with occupations	12,385			23,390		
Sales and service	3,370	27.2%	1	6,130	26.2%	1
Education, law and social, community and government services	2,940	23.7%	2	4,635	19.8%	2
Trades, transport and equipment operators	2,365	19.1%	3	4,505	19.3%	3
Business, finance and administration	1,355	10.9%	4	2,800	12.0%	4
Management	665	5.4%	5	1,445	6.2%	6
Health occupations	585	4.7%	6	1,450	6.2%	5
Natural resources and agriculture	550	4.4%	7	800	3.4%	7
Manufacturing and utilities	220	1.8%	8	715	3.1%	8
Natural and applied sciences	185	1.5%	9	480	2.1%	9
Art, culture, recreation and sport	150	1.2%	10	425	1.8%	10

**TABLE 5C.7: Industries of employment – Manitoba and First Nations**

Industry categories	Manitoba	% of total	Rank	First Nations	% of total	Rank
Total working in industries	649,525			35,770		
Health care and social assistance	93,960	14.5%	1	7,185	20.1%	1
Educational services	55,025	8.5%	3	4,630	12.9%	2
Public administration	46,640	7.2%	6	4,050	11.3%	3
Construction	49,575	7.6%	5	3,660	10.2%	4
Retail trade	69,705	10.7%	2	3,445	9.6%	5
Accommodation and food services	43,655	6.7%	7	2,545	7.1%	6
Administrative and support, waste management and remediation services	22,280	3.4%	13	1,600	4.5%	7
Transportation and warehousing	35,490	5.5%	8	1,440	4.0%	8
Other services (except public administration)	28,060	4.3%	11	1,200	3.4%	9
Manufacturing	54,645	8.4%	4	1,045	2.9%	10
Arts, entertainment, and recreation	12,980	2.0%	15	935	2.6%	11
Agriculture, forestry, fishing and hunting	28,680	4.4%	9	800	2.2%	12
Utilities	7,390	1.1%	18	795	2.2%	13
Professional, scientific, and technical services	28,475	4.4%	10	565	1.6%	14
Information and cultural industries	10,875	1.7%	16	420	1.2%	15
Finance and insurance	25,885	4.0%	12	405	1.1%	16

Industry categories	Manitoba	% of total	Rank	First Nations	% of total	Rank
Mining, quarrying, and oil and gas extraction	5,460	0.8%	19	355	1.0%	17
Wholesale trade	21,890	3.4%	14	355	1.0%	17
Real estate and rental and leasing	8,230	1.3%	17	340	1.0%	19
Management of companies and enterprises	630	0.1%	20	0	0.0%	20

**TABLE 5C.8:** Industries of employment – First Nations, on and off reserve

Industry categories	First Nations, on reserve	% of total	Rank	First Nations, off reserve	% of total	Rank
Total working in industries	14,320			21,450		
Health care and social assistance	3,035	21.2%	1	4,155	19.4%	1
Educational services	2,860	20.0%	2	1,765	8.2%	6
Public administration	2,210	15.4%	3	1,840	8.6%	5
Construction	1,535	10.7%	4	2,130	9.9%	3
Retail trade	1,170	8.2%	5	2,270	10.6%	2
Administrative and support, waste management and remediation services	585	4.1%	6	1,015	4.7%	7
Accommodation and food services	490	3.4%	7	2,055	9.6%	4
Arts, entertainment, and recreation	440	3.1%	8	500	2.3%	11
Transportation and warehousing	430	3.0%	9	1,010	4.7%	8

Industry categories	First Nations, on reserve	% of total	Rank	First Nations, off reserve	% of total	Rank
Agriculture, forestry, fishing and hunting	390	2.7%	10	415	1.9%	14
Utilities	370	2.6%	11	425	2.0%	13
Other services (except public administration)	280	2.0%	12	920	4.3%	9
Manufacturing	125	0.9%	13	915	4.3%	10
Real estate and rental and leasing	120	0.8%	14	225	1.0%	19
Information and cultural industries	85	0.6%	15	335	1.6%	16
Professional, scientific, and technical services	80	0.6%	16	485	2.3%	12
Mining, quarrying, and oil and gas extraction	45	0.3%	17	315	1.5%	17
Wholesale trade	35	0.2%	18	315	1.5%	17
Finance and insurance	35	0.2%	18	365	1.7%	15
Management of companies	0	0.0%	20	0	0.0%	20

**TABLE 5C.9: Industries of employment – First Nations, North and South**

Industry categories	First Nations, North	% of total	Rank	First Nations, South	% of total	Rank
Total working in industries	12,385			23,385		
Health care and social assistance	2,375	19.2%	1	4,810	20.6%	1
Educational services	2,220	17.9%	2	2,410	10.3%	3
Public administration	1,680	13.6%	3	2,370	10.1%	4



Industry categories	First Nations, North	% of total	Rank	First Nations, South	% of total	Rank
Construction	1,210	9.8%	4	2,450	10.5%	2
Retail trade	1,150	9.3%	5	2,295	9.8%	5
Accommodation and food services	745	6.0%	6	1,800	7.7%	6
Utilities	495	4.0%	7	300	1.3%	17
Transportation and warehousing	485	3.9%	8	955	4.1%	8
Administrative and support, waste management and remediation services	435	3.5%	9	1,165	5.0%	7
Other services (except public administration)	265	2.1%	10	935	4.0%	9
Mining, quarrying, and oil and gas extraction	250	2.0%	11	105	0.4%	19
Agriculture, forestry, fishing and hunting	245	2.0%	12	555	2.4%	12
Arts, entertainment and recreation	240	1.9%	13	695	3.0%	11
Manufacturing	130	1.0%	14	915	3.9%	10
Real estate and rental and leasing	115	0.9%	15	225	1.0%	18
Information and cultural industries	100	0.8%	16	320	1.4%	14
Professional, scientific, and technical services	100	0.8%	16	465	2.0%	13
Finance and insurance	85	0.7%	18	320	1.4%	14
Wholesale trade	40	0.3%	19	315	1.3%	16
Management of companies and enterprises	0	0.0%	20	0	0.0%	20

## Appendix 5D: Population and Labour-Force Projections

**TABLE 5D.1:** First Nations population projection – North, on reserve

Year	0-14	15-64	65+	Total	0-14 as % of total	15-64 as % of total	65+ as % of total
2016	13,510	22,258	1,663	37,432	36.09%	59.46%	4.44%
2017	13,506	22,701	1,755	37,961	35.58%	59.80%	4.62%
2018	13,502	23,164	1,841	38,507	35.06%	60.16%	4.78%
2019	13,534	23,621	1,914	39,069	34.64%	60.46%	4.90%
2020	13,581	24,084	1,980	39,646	34.26%	60.75%	4.99%
2021	13,654	24,548	2,039	40,241	33.93%	61.00%	5.07%
2022	13,582	25,106	2,164	40,852	33.25%	61.46%	5.30%
2023	13,555	25,632	2,287	41,474	32.68%	61.80%	5.51%
2024	13,526	26,187	2,397	42,110	32.12%	62.19%	5.69%
2025	13,503	26,755	2,503	42,760	31.58%	62.57%	5.85%
2026	13,539	27,267	2,620	43,427	31.18%	62.79%	6.03%
2027	13,517	27,862	2,725	44,104	30.65%	63.17%	6.18%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.2:** First Nations population projection – South, on reserve

Year	0-14	15-64	65+	Total	0-14 as % of total	15-64 as % of total	65+ as % of total
2016	9,275	15,282	1,142	25,698	36.09%	59.46%	4.44%
2017	9,304	15,728	1,184	26,215	35.49%	59.99%	4.52%
2018	9,336	16,190	1,238	26,765	34.88%	60.49%	4.63%
2019	9,397	16,650	1,294	27,341	34.37%	60.90%	4.73%
2020	9,474	17,115	1,352	27,941	33.91%	61.25%	4.84%
2021	9,572	17,580	1,410	28,563	33.51%	61.55%	4.94%
2022	9,588	18,108	1,508	29,204	32.83%	62.01%	5.16%
2023	9,642	18,616	1,607	29,865	32.29%	62.33%	5.38%
2024	9,703	19,145	1,697	30,544	31.77%	62.68%	5.56%
2025	9,773	19,686	1,784	31,242	31.28%	63.01%	5.71%
2026	9,891	20,190	1,877	31,958	30.95%	63.18%	5.87%
2027	9,987	20,723	1,979	32,689	30.55%	63.39%	6.05%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.3: First Nations population projection – North, off reserve**

Year	0-14	15-64	65+	Total	0-14 as % of total	15-64 as % of total	65+ as % of total
2016	3,605	6,104	407	10,116	35.63%	60.34%	4.02%
2017	3,615	6,215	429	10,259	35.24%	60.58%	4.18%
2018	3,624	6,331	450	10,405	34.83%	60.84%	4.33%
2019	3,642	6,445	468	10,555	34.51%	61.06%	4.43%
2020	3,664	6,561	484	10,708	34.21%	61.27%	4.52%
2021	3,691	6,676	499	10,866	33.97%	61.44%	4.59%
2022	3,679	6,818	530	11,027	33.36%	61.83%	4.80%
2023	3,678	6,952	560	11,190	32.87%	62.13%	5.00%
2024	3,675	7,093	587	11,355	32.37%	62.46%	5.17%
2025	3,673	7,238	613	11,524	31.88%	62.81%	5.32%
2026	3,686	7,368	641	11,696	31.52%	63.00%	5.48%
2027	3,683	7,516	671	11,869	31.03%	63.32%	5.65%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.4: First Nations population projection – South, off reserve**

Year	0-14	15-64	65+	Total	0-14 as % of total	15-64 as % of total	65+ as % of total
2016	20,405	34,556	2,303	57,264	35.63%	60.34%	4.02%
2017	20,545	35,565	2,395	58,504	35.12%	60.79%	4.09%
2018	20,691	36,609	2,511	59,810	34.59%	61.21%	4.20%
2019	20,895	37,645	2,631	61,171	34.16%	61.54%	4.30%
2020	21,131	38,692	2,756	62,579	33.77%	61.83%	4.40%
2021	21,413	39,741	2,879	64,032	33.44%	62.06%	4.50%
2022	21,509	40,932	3,086	65,527	32.82%	62.47%	4.71%
2023	21,687	42,079	3,292	67,058	32.34%	62.75%	4.91%
2024	21,873	43,270	3,482	68,625	31.87%	63.05%	5.07%
2025	22,077	44,487	3,664	70,228	31.44%	63.35%	5.22%
2026	22,381	45,626	3,860	71,867	31.14%	63.49%	5.37%
2027	22,633	46,803	4,098	73,534	30.78%	63.65%	5.57%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.5: Indigenous Population projection – North, on reserve**

Year	0-14	15-64	65+	Total	0-15 as % of total	15-64 as % of total	65+ as % of total
2016	11,952	24,165	2,142	38,259	31.24%	63.16%	5.60%
2017	12,088	24,454	2,249	38,791	31.16%	63.04%	5.80%
2018	12,219	24,763	2,348	39,330	31.07%	62.96%	5.97%
2019	12,377	25,069	2,433	39,878	31.04%	62.86%	6.10%
2020	12,544	25,382	2,509	40,434	31.02%	62.77%	6.20%
2021	12,730	25,696	2,576	41,001	31.05%	62.67%	6.28%
2022	12,783	26,068	2,724	41,576	30.75%	62.70%	6.55%
2023	12,870	26,412	2,871	42,152	30.53%	62.66%	6.81%
2024	12,948	26,783	3,001	42,732	30.30%	62.68%	7.02%
2025	13,023	27,166	3,126	43,316	30.07%	62.72%	7.22%
2026	13,145	27,495	3,266	43,907	29.94%	62.62%	7.44%
2027	13,208	27,933	3,358	44,499	29.68%	62.77%	7.55%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.6: Indigenous Population projection – South, on reserve**

Year	0-14	15-64	65+	Total	0-15 as % of total	15-64 as % of total	65+ as % of total
2016	8,136	16,450	1,458	26,044	31.24%	63.16%	5.60%
2017	8,263	16,789	1,501	26,552	31.12%	63.23%	5.65%
2018	8,390	17,142	1,560	27,092	30.97%	63.27%	5.76%
2019	8,539	17,496	1,621	27,656	30.88%	63.26%	5.86%
2020	8,699	17,855	1,685	28,239	30.81%	63.23%	5.97%
2021	8,877	18,215	1,749	28,841	30.78%	63.16%	6.06%
2022	8,980	18,616	1,862	29,458	30.48%	63.20%	6.32%
2023	9,113	18,999	1,975	30,087	30.29%	63.15%	6.57%
2024	9,247	19,402	2,079	30,729	30.09%	63.14%	6.77%
2025	9,386	19,817	2,179	31,382	29.91%	63.15%	6.94%
2026	9,562	20,196	2,288	32,047	29.84%	63.02%	7.14%
2027	9,716	20,620	2,383	32,720	29.69%	63.02%	7.28%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.7: Indigenous Population projection – North, off reserve**

Year	0-14	15-64	65+	Total	0-15 as % of total	15-64 as % of total	65+ as % of total
2016	4,402	8,899	789	14,090	31.24%	63.16%	5.60%
2017	4,450	8,996	827	14,273	31.18%	63.03%	5.80%
2018	4,496	9,099	863	14,459	31.10%	62.93%	5.97%
2019	4,552	9,202	894	14,648	31.08%	62.82%	6.10%
2020	4,611	9,307	921	14,839	31.07%	62.72%	6.21%
2021	4,676	9,413	945	15,035	31.10%	62.61%	6.29%
2022	4,693	9,540	999	15,233	30.81%	62.63%	6.56%
2023	4,722	9,657	1,053	15,431	30.60%	62.58%	6.82%
2024	4,747	9,784	1,100	15,631	30.37%	62.59%	7.04%
2025	4,771	9,915	1,146	15,832	30.14%	62.63%	7.24%
2026	4,813	10,027	1,196	16,036	30.01%	62.53%	7.46%
2027	4,832	10,179	1,229	16,239	29.75%	62.68%	7.57%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.8: Indigenous Population projection – South, off reserve**

Year	0-14	15-64	65+	Total	0-15 as % of total	15-64 as % of total	65+ as % of total
2016	45,270	91,526	8,112	144,907	31.24%	63.16%	5.60%
2017	44,959	93,668	8,803	147,429	30.50%	63.53%	5.97%
2018	44,623	95,888	9,496	150,006	29.75%	63.92%	6.33%
2019	44,380	98,100	10,161	152,641	29.07%	64.27%	6.66%
2020	44,166	100,337	10,824	155,327	28.43%	64.60%	6.97%
2021	44,018	102,581	11,471	158,070	27.85%	64.90%	7.26%
2022	43,418	105,021	12,424	160,863	26.99%	65.29%	7.72%
2023	42,954	107,353	13,389	163,696	26.24%	65.58%	8.18%
2024	42,466	109,795	14,306	166,568	25.49%	65.92%	8.59%
2025	41,974	112,293	15,210	169,477	24.77%	66.26%	8.97%
2026	41,661	114,586	16,179	172,426	24.16%	66.46%	9.38%
2027	41,190	117,129	17,078	175,398	23.48%	66.78%	9.74%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

**TABLE 5D.9: Population projection summary – Manitoba & First Nations**

	2016	2021	2026
First Nations population projection*	130,510	143,699	158,947
Manitoba population projection**	1,289,900	1,330,700	1,369,300
First Nations as % of total provincial population	10.1%	10.8%	11.6%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

\* Excludes collective dwellings such as prisons and nursing homes.

\*\* Includes collective dwellings such as prisons and nursing homes.

**TABLE 5D.10: Population projection summary – Manitoba & Indigenous**

	2016	2021	2026
Indigenous population projection*	223,300	245,343	270,293
Manitoba population projection**	1,289,900	1,330,700	1,369,300
Indigenous as % of total provincial population	17.3%	18.4%	19.7%

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

\* Excludes collective dwellings such as prisons and nursing homes.

\*\* Includes collective dwellings such as prisons and nursing homes.

**TABLE 5D.11: Labour force statistics – First Nations - 2006 to 2026**

First Nations North	2006	2016	2021*	2026*
Population 15+	28,170	29,925	34,535	39,461
Labour force	15,305	13,880	14,837	15,333
Employed	12,376	10,570	11,620	12,013
Unemployed	2,929	3,310	3,216	3,319
Not in the labour force	12,867	16,040	19,698	24,128
Unemployment rate	19.1%	23.6%	21.7%	21.6%
Participation rate	54.3%	46.8%	43.0%	38.9%
Employment rate	44.0%	35.8%	34.0%	30.0%

First Nations South	2006	2016	2021	2026
Population 15+	49,200	53,785	63,007	74,292
Labour force	26,730	25,550	25,912	26,778
Employed	21,614	20,300	20,294	20,981
Unemployed	5,116	5,250	5,618	5,797
Not in the labour force	22,473	28,245	37,095	47,513
Unemployment rate	19.1%	19.8%	21.7%	21.6%
Participation rate	54.3%	47.4%	41.1%	36.0%
Employment rate	44.0%	38.0%	32.0%	28.0%

First Nations North & South	2006	2016	2021	2026
Population 15+	77,370	83,715	97,541	113,753
Labour force	42,035	39,430	40,748	42,111
Employed	33,990	30,870	31,914	32,994
Unemployed	8,045	8,560	8,834	9,117
Not in the labour force	35,340	44,285	56,793	71,642
Unemployment rate	19.1%	21.7%	21.7%	21.6%
Participation rate	54.3%	47.1%	41.8%	37.0%
Employment rate	44.0%	36.9%	33.0%	29.0%

\*Projected

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.



**TABLE 5D.12: Labour force statistics – Indigenous - 2006 to 2026**

Indigenous North & South	2006	2016	2021*	2026*
Population 15+	123,485	153,540	174,192	198,264
Labour force	75,325	87,815	91,957	96,383
Employed	64,855	74,770	77,300	79,915
Unemployed	10,460	13,045	14,657	16,468
Not in the labour force	48,165	65,725	82,235	101,881
Unemployment rate	13.9%	14.9%	15.9%	17.1%
Participation rate	61.0%	57.2%	52.8%	48.6%
Employment rate	53.0%	49.0%	44.0%	40.0%

\*Projected

Source: Statistics Canada, 2016 Census of Population. SJ Research Services.

# Appendix A:

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